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ABSTRACT

The South is part of a dramatic education reform movement championed by a group of progressive governors and motivated by a desire to improve the region's economic future by bettering the education of its work force. Most southern states have significantly raised certification standards, teacher salaries, and per pupil expenditure. Georgia's Quality Basic Education Act (1985) is a comprehensive bill designed to improve every aspect of public education. This composite study, conducted by the Professional Standards Commission, summarizes the findings of four other principalship surveys completed between 1982 and 1985. The first part presents findings and recommendations, along with a summary of relevant data from the four commission studies and the national literature. The second part highlights demographic profiles and views of Georgia teachers, principals, and superintendents, noting significant differences. Major issues needing to be addressed are work force imbalances; school leadership equity problems; the principal's role; educational administration program quality; principal recruitment, selection, and professional development; teacher supply and demand; discipline; public commitment to quality education; and the implications of political, geographic, economic, and cultural diversity. Included are tables, charts, appendices, and a 20-page bibliography. (MLH)

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THE COMPLEAT PRINCIPAL
THE PRINCIPALSHIP IN GEORGIA 1982-1985:
A SUMMARY REPORT

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The Compleat Principal
The Principalship in Georgia 1982-1985:
A Summary Report

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"...in this Discourse, I do not undertake to say all that is known, or may be said of it, but I undertake to acquaint the reader with many things that are not usually known to every angler; and I shall leave gleanings and observations enough to be made out of the experience of all that love and practise this recreation, to which I shall encourage them. For angling may be said to be so like the mathematics, that it can never be fully learnt; at least not so fully, but that there will still be more new experiments left for the trial of other men that succeed us."

Izaak Walton
The Compleat Angler, 1676

SOURCES OF DATA

In addition to the composite data base on Georgia educators and information extracted from a Commission review of the field of educational administration, nationally and in Georgia, comparative data were obtained from national sources. The bulk of comparative survey data was obtained from national educator polls such as those of the Gallup Organization in conjunction with Phi Delta Kappa, Inc., the Educational Research Service, Louis Harris and Associates in conjunction with The Metropolitan Life Corporation, and long-term empirical studies of schools and educators such as A Study of Schooling by Goodlad and Associates, and the Carnegie Commission's major study of the American high school as reported by Ernest Boyer. Basic data concerning prospective and veteran teachers and qualifications of new teacher graduates were obtained from Carnegie Foundation Technical Reports on the condition of teaching nationwide, in conjunction with Feistritzer Publications, Inc., as well as reports from the Southern Regional Education Board, the Rand Corporation, the Education Commission of the States, the American Enterprise Institute for Public Policy Research, and the Southeastern Regional Council for Educational Improvement. Other demographic and predictive data, as well as data concerning the academic preparation of educators, were obtained from publications of the U.S. Department of Education, the National Center for Education Statistics, the National Institute of Education, the National Assessment of Educational Progress, the Educational Testing Service, the Council for Basic Education, and the American Council on Education.

ACKNOWLEDGEMENTS

No project of this magnitude--a composite of several studies--can be accomplished without expert help, encouragement, and support from many individuals, agencies, and organizations. The Commission is deeply appreciative to all who contributed to this endeavor for the past five years.

Special recognition and appreciation are expressed to Governor Joe Frank Harris, former Governor George Busbee, and State Superintendent of Schools Charles McDaniel for their support.

Deepest appreciation goes to those who responded to the surveys. Gratitude is expressed to the 182 Georgia school superintendents, more than 1,000 Georgia public school principals, and more than 1,300 Georgia public school teachers who participated in this composite study and provided the information which formed the basis for this report.

Appreciation is also expressed to the following individual Georgians and Georgia organizations and institutions who helped make this project extremely rewarding. Thanks go to: Dr. H. M. Fulbright, Executive Director, Georgia Association of Educational Leaders; Dr. Larry Gess, Coordinator, QBE, Support Unit, Georgia Department of Education; Ms. Joy Berry, Policy Coordinator, Division of Educational Development, Office of Planning and Budget; the Board of Regents; Department of Education; the Legislative Educational Research Council; Albany State College; Atlanta University; Augusta College; Columbus College; Emory University; Georgia College; Georgia Southern College; Georgia State University; University of Georgia; Valdosta State College; and West Georgia College.

Gratitude and thanks go to a number of associations and institutions nationally: American Association of Colleges for Teacher Education; American Association of School Administrators; National Association of Elementary School Principals; National Association of Secondary School Principals; National Education Association; University of California-Berkeley; Columbia University Teachers College; University of Florida-Gainesville; Harvard University; University of Illinois--Urbana/Champaign; New York University; University of North Carolina-Chapel Hill; Ohio State University; University of Texas-Austin; University of Utah-Salt Lake City; University of Washington-Seattle; and University of Wisconsin-Madison.

The Commission appreciates the technical, editorial, and statistical assistance of Dr. Felicia Goldstein and Dr. Tom Keating. A special thanks goes to Mr. Mansurul Hasib for research design, for statistical analysis, and for development of the questionnaires, and Mr. Bernon Peacock for supportive editorial assistance and for thoughtful attention to all the projects.

Appreciation is also expressed to former Commission members, Governor's Interns, and the Commission staff for their individual contributions and commitment. Special appreciation is expressed to Ms. Kay Holland, Administrative Assistant, for special attention to all the production aspects of the project with singular patience, good humor, and diligence, and Ms. Sandra Kolka, Senior Research Associate, for assistance with data collection, literature review, analysis, and drafting of the reports.

Professional Standards Commission

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June 11, 1986

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Mr. James F. Smith, Chairman
Georgia Board of Education
2066 Twin Towers East
Atlanta, Georgia 30334

Dear Mr. Smith:

The Georgia Professional Standards Commission is pleased to submit The Compleat Principal, The Principalship in Georgia 1982-1985: A Summary Report. This Report is forwarded in accordance with Section 5 of the "Georgia Professional Standards Acts," as amended April 13, 1982.

This report is the culmination of five years of Commission research and study into the nature of the public school principalship in Georgia. The Compleat Principal, The Principalship in Georgia 1982-1985: A Summary Report brings together additional significant findings which surfaced over the years as each group of Commission members examined a vast data base of information provided by Georgia principals, superintendents, and teachers.

Providing this Report on the current status of school leadership is especially appropriate in the wake of renewed efforts by the Board and others to identify and encourage educational reform. As policymaking moves further into the implementation and monitoring of the Quality Basic Education Act, the members of the Commission hope that the data, the findings, and the recommendations emanating from this Report prove especially useful.

The Commission is heartened by the many innovative new policies and programs outlined and supported by the Quality Basic Education Act. The Commission pledges its continued support.

Sincerely,

Guy H. Davis

Guy H. Davis
Interim Chairman

GHD:kh

Enclosure

PREFACE

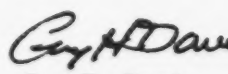
The past five years have been particularly exciting and rewarding times for education. Georgia has joined her sister states and the entire nation in a thorough examination of the current condition of public schools. Everyone's goal is to discover better ways to serve students more effectively and regain public confidence and support. And there is something qualitatively different about the 1980s cycle of school reform. Governor Harris, in his 1986 State of the State and Budget Address, captured the sincerity of this new commitment: "Most importantly, with the passage of the Quality Basic Education Act, you and I have made education the top priority for Georgia. We have said that we can best prepare for the future by ensuring that our children receive a quality education now. It took us a long time to say that and mean it. Now that we have, there is no turning back." The Professional Standards Commission is proud to have been a part of the discovery and learning process which provided a foundation for renewal.

This report presents a wealth of facts and figures about Georgia educators, and along the way it is possible to formulate a fascinating picture of some important aspects which make up the character of school life. The most important aspects are the people--their aspirations and perspectives, their satisfactions and concerns, and of course their ideas about the most timely and effective means to achieve real and lasting school improvement. Because Commission members themselves are teachers and administrators at all levels of instruction, it has been possible to approach the data with a continued awareness of our educators' receptivity to change in policies and professional standards, a vital component in the successful implementation of any new program on the local level. For example, in 1982, even before the publication of A Nation at Risk, Georgia principals told us they are receptive to change and new directions, especially in the form of well-conceived professional development which would enable them to do a better and more effective job. They told us that they want to be instructional leaders. A Commission review of degree programs in educational administration also found Georgia principals in agreement with their national counterparts about the areas of formal preparation in which they would like additional instruction--curriculum development, evaluating teachers, and staff development; these are precisely the areas which make instructional leadership possible. In 1983-84, with the national focus on educational reform heightened by A Nation at Risk and other significant studies such as the Education Commission of the States Task Force on Education for Economic Growth report Action for Excellence and the Carnegie Foundation report High

School by Ernest Boyer, Georgia superintendents told us they are positive about and supportive of their principals and that they view the principal's most important role as instructional leader. Superintendents also rate an internship with an exemplary principal as the best practical preparation for the principalship. Then in 1985, as public interest in education was stimulated by the Governor's Education Review Commission and enactment of the Quality Basic Education Act, teachers told us that although they are generally satisfied with the quality of teaching staffs in their schools and their principals are supportive, they view their principals as school managers rather than instructional leaders. They also said that even though they would like to see much more parental involvement and increased student achievement, they prefer that their principals remain school managers.

Taken together with other observable indicators of school improvement, such as a rise in test scores of students, the positive attitudinal information from Commission studies may suggest that educational administrators are trying to become less preoccupied with crises and more aware of the need to turn their attention to curricular and instructional improvement. Certainly, time and data from these studies have given the Commission a more appreciative perspective on the gargantuan tasks shouldered by our schools, especially in light of a number of unfortunate trends which have plagued our schools and the society of young people since the seventies. Now more than ever, our schools are severely buffeted by changes in the community, in family life, and in student attitudes. Although the principal's leadership role is key, it is clear that he or she cannot do it alone. A ubiquitous thread throughout our research on the principalship has been the fact that education is a cooperative venture--a serious and shared responsibility of teachers and parents, principals and school board members, superintendents and the general public. Indeed, the most difficult work lies ahead. We must be cautious that we do not relax in the mistaken belief that the needed improvements are accomplished; we know that laws alone will not suffice. Fortunately, vital tools for tackling the complex needs of our schools have been provided. QBE creates the structure for an active partnership between the State and local school systems. The priorities have been established, standards of educational achievement and performance have been carefully delineated, and every school shall be held accountable. The crucial policy questions which remain are how can we all contribute to sustaining this momentum; how can we make good use of all the positive incentives for committing further energy to education; and how well can we apply what we know to the long-term implementation, evaluation, and possible redirection of resources as even more difficult issues are addressed.

What have we learned and what can we continue to learn to better prepare our State for the next decade? Facing the reality of the ethnic, educational, economic, geographic, and political diversity of Georgia will be a dominant theme. The attempt to confront this diversity has created some serious and still unresolved problems. The State must adapt the delivery of education to meet the needs of a diverse, expanding, and changing population. The State must continue to enhance the effectiveness of elementary and secondary schools. The State must encourage colleges and universities to be more responsive to the interests of students and the larger society. Because educational leadership of highest merit comes from all segments of the population, the State must recruit, prepare, and retain quality teachers and school leaders for a demanding future. The State must ensure an educational governance structure that facilitates opportunities for all. The State must convince the citizenry that education is a cooperative venture and sustain the emphasis on quality and high expectations. Policies and programs that systematically structure and restructure education must be pursued. Strategic planning must become the foundation for educational improvement. Schools must be restructured for the new technological age. These and other findings, which are representative of larger social and economic forces, have surfaced from Commission consideration of the composite data. In retrospect, one of the most striking Commission findings is that careful, ongoing research can and does have a positive influence on the development of sound, futuristic educational policy. In the coming years, as the State phases in the total QBE package, the Commission hopes that further research into some of these more troublesome and difficult issues will lend clarity and direction to the process. Much progress has been made toward improving education through the passage of Georgia's Quality Basic Education Act. Much remains to be done.



Guy H. Davis

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INTRODUCTION

Studying the current status of school leadership is especially appropriate in the wake of renewed efforts at the federal, state, and local levels directed toward identifying and encouraging educational reforms in our nation's public schools. Over the past three years, major research and reports from the National Commission on Excellence in Education, the Education Commission of the States, the National Science Board, the Twentieth Century Fund, the Carnegie Foundation for the Advancement of Teaching, and other institutions have called for higher educational standards, increased course requirements, quality professional development and incentive programs, and other major reforms. Mounting research evidence since the mid-1970s has indicated that school quality is a variable that can be influenced by policy--school structure and organization do affect what children learn. The messages of these reports have, therefore, stimulated qualitative questions and accountability concerns of state legislatures, state and local boards of education, individual schools and school districts, and the general public aimed at improving local school leadership, the delivery of instruction, and ultimately, student academic achievement.

In the South, a dramatic reform movement in public education has begun, championed by a group of progressive governors and fueled by an understanding that the region's economic future is linked to the ability to attract high-technology firms; sophisticated economic development, in turn, requires a skilled workforce and a good educational system. Education-reform packages developed by blue-ribbon commissions have become law in many Southern states; the unfolding challenge for the entire educational community will be to maintain a proactive stance as policymaking moves toward implementation and monitoring. State boards of education and the national association that represents them are among the educational leaders who have accepted the challenge. The newest agenda of the National Association of State Boards of Education includes "critical objectives" necessary to push the school-reform movement forward, ranging from managing tension between centralized state authority and local control to developing planning strategies that optimize boards' control over their agendas.

The young reform movement has already produced some significant changes. All but one of the 14 states within the purview of the Southern Regional Education Board require more

demanding certification tests for prospective teachers. Maryland, the exception, is considering a similar measure. Arkansas began competency testing of veteran teachers in 1985; Georgia and Texas have approved similar tests. More mathematics and science credits will be required for high school graduation in nine Southern states. Tennessee, Texas, and Florida have started merit-pay plans for teachers over strong objections by teachers' unions. South Carolina, North Carolina, Arkansas, and Virginia are experimenting with merit-pay plans, and Georgia and Alabama are developing similar reward structures. Teachers' salaries were increased 8 to 10 percent in most Southern states, and the South led the nation in raising per-pupil expenditures during the 1983-84 school year.

Georgia's Quality Basic Education Act (QBE), enacted on July 1, 1985, is a comprehensive bill designed to improve every aspect of public education. The major goals relate to teachers and students--both improved academic achievement, including mastery of basic skills in all subject areas and higher graduation rates from high school, and improved teacher retention and teacher quality. These goals will be met through implementation of aggressive new policies, programs, and curriculums, including the development of a statewide basic curriculum, improved student access to quality programs, sufficient and equitable financing, higher statewide standards of performance, improved status and rewards for teaching, quality professional development and incentive programs, and ongoing communication with parents and the general public on the quality of schools and the academic achievement of Georgia students.

The national studies as well as an accumulating body of research on leadership in general and school administration in particular have tied school leadership to student achievement. Baltzell and Dentler, in their study on principal selection conducted for the National Institute of Education, Selecting American School Principals: A Sourcebook for Educators, underline this decade's educational focus as the purpose for their report:

> In recent years, concern has intensified as social and economic pressures on public education have expanded. The role of the principal has come to be seen as perhaps the most complex balancing act in public education. At the same time, it has also come to be seen as the pivotal position for effective educational leadership and renewal of public confidence.
>
> (Baltzell and Dentler, 1983)

Cognizant of this research, in 1982, the Professional Standards Commission (PSC) began the first of what was to be a three-stage research study of public school administration in Georgia, focusing on the principalship. The objective was to obtain accurate data on the range of views held by teachers,

principals, and superintendents in Georgia, including descriptive profile information about each group. The rationale of the Commission was that the opinions, expectations, and goals of these educators must be considered if new policies and improvements in Georgia's schools are to be successfully implemented. In 1982, the Commission began its study of public school administration, focusing on the principalship. The Commission surveyed 1,776 principals in Georgia, received a 56% return rate, and reported the results in The Principal: A Crucial Element in Quality Education (1983). In 1983, the Commission surveyed all 187 superintendents in the State, received a 97% return rate, and reported the results in The Principalship in Georgia: Superintendents' Perceptions (1984). In 1984, the Commission surveyed 1,874 teachers, received a 73% return rate, and reported the results in The Principalship in Georgia: Teachers' Perceptions (1985). The collective data from these and other Commission studies provided the impetus for the Commission to conduct an in-depth review of educational administration preparation programs both in the State of Georgia and nationally--Educational Administration: Leadership Preparation, A Review (1985). The studies have provided extensive findings with policy ramifications in Georgia.

The composite study is divided into two major parts. The first part presents findings and recommendations, along with an epitome of some of the most relevant data from the four Commission studies and from the national literature. The second part presents a lean summary of highlights of the demographic profiles and opinions and views of Georgia teachers, principals, and superintendents; significant differences are noted. This research has identified significant issues which must be addressed: imbalance of the workforce; equity in school leadership; role of the principal; quality and relevance of educational administration programs; recruitment and selection of principals; teacher supply and demand; professional development of principals; discipline; public commitment to quality education; and the implications of political, geographic, economic, and cultural diversity.

PART I

FINDINGS: WHAT WE HAVE LEARNED

FINDINGS: WHAT WE HAVE LEARNED

FINDING 1: Females comprise the majority of the teaching force, especially in elementary schools in Georgia.

Historically, teaching in the United States has been a woman's profession. Newest national data indicate that the profession will remain a female-dominated one, especially at the elementary level. Fall 1985 enrollment figures show 6.7% of all women entering college expressed interest in becoming teachers as compared with only 0.5% of all male freshmen. Nationally, six in every ten teachers (60%) are women. In Georgia, eight in every ten teachers (84%) are women. Nationally, female to male ratios differ by grade levels. In elementary schools, the ratio of women to men is five to one, but there is a relative balance between men and women teaching in the nation's secondary schools: men, 49.9%; and women, 50.1%. However, in the South, women comprise the majority of teachers at all levels. Georgia is one of six Southern states with more than 90% female teaching staff in elementary schools and with more than 55% female teaching staff in secondary schools. The others are Alabama, Arkansas, Mississippi, South Carolina, and Texas. Different male/female patterns exist for different grade levels in Georgia. Female teachers are the majority in high schools and far outnumber male teachers in elementary and middle schools. In secondary schools, the proportion is 59% women and 41% men. Seventy-eight percent (78%) of middle school teachers are women; 22% are men. Ninety-three percent (93%) of Georgia elementary school teachers are women; only 7% are men.

RECOMMENDATION 1: Males are underrepresented in the teaching force, especially in elementary schools in Georgia. Retention, recruitment, and selection procedures for teachers must be directed toward correcting the imbalance. This will require a reexamination of historic assumptions about teaching. Policymakers must become cognizant of the impact of changing family structures and adult role models upon youth--contemporary realities which have an enormous influence on the expectations and attitudes of students toward learning and achievement.

FINDING 2: In Georgia, women and blacks are underrepresented as school leaders in relation to their numbers and proportions among teachers.

Consistent with their share of the minority population, Southern states have a much higher percentage of ethnic minority teachers than the national average. Nationally, almost nine of every ten teachers are white; blacks constitute approximately 8.6% of the total teaching force, and the proportion of teachers from other minority groups is small--1.8% Hispanic and less than 1% Asian American and American Indians. In 1980 (the last year for which minority data are available on the federal level), Georgia ranked among the top five Southern states with large percentages of minority teachers: Mississippi (38.6%), Louisiana (35.3%), Georgia (27.6%), Alabama (27.2%), and South Carolina (26.1%). That same year the corresponding proportions of blacks to whites in the general population of those states was Mississippi (35.2%), South Carolina (30.4%), Louisiana (29.4%), Georgia (26.8%), and Alabama (25.6%). The minority enrollment in Georgia public schools remained stable for the decade 1972 through 1981--33.7%, 1972; 34.3%, 1981.

Although the majority of teachers are female, school administrators are overwhelmingly male and white. Nationally, eight of every ten principals (81%) are male; at the intermediate and senior high levels, the percentage of male principals is 91% and 96%, respectively. At the elementary school level, 73% of the principals are male and 27% are female, In Georgia, eight of every ten principals (83%) are male; and eight of every ten (83%) are white. In other words, although 84% of the teachers in Georgia are female, only 17% of the principals are female. The proportion of black teachers to black principals is less disparate: 21% of Georgia teachers are black, and 17% of principals are also black. But in elementary schools, the great majority of teachers (93%) are female while the majority of principals (77%) are male; 17% of elementary principals are black. In middle schools, 78% of teachers are female, and nine out of every ten principals (89%) are male; 28% of middle school principals are black. Nearly all high school principals (97%) are male; only 10% are black, while the proportion of male to female high school teachers is 41% male and 59% female. The predominance of male school administrators is nearly total in the superintendency across the nation; 99% are male and 98% are white. Female superintendents are scarce and are more likely to be located in a small, low-paying school district (less than 300 students) where 7.9% of the superintendents are female. In Georgia, 96% of the superintendents are male and 99% are white.

RECOMMENDATION 2: Educational leadership of highest merit comes from all segments of the population. Recruitment and selection of school leaders must be based on access, equity, and merit. Formal and informal channels, including candidate development programs, must be fair and must be extended to all.

FINDING 3: Georgia teachers, principals, and superintendents do not agree on the role of the principal.

To enhance and increase student achievement, principals must be able to integrate the complex roles of instructional leader, school manager, and community educational leader. National studies as well as an accumulating body of research on leadership in general and school administration in particular have tied school leadership to student achievement. A strong principal makes the difference in every outstanding school. These studies, together with Commission data, underline the ubiquitous role conflict principals experience as they try to maintain a balance between everyday school management and effective instructional leadership. During the course of a week, Georgia principals work an average of 53 hours and spend 37% of that time on school management, 23% on teacher concerns, 15% on school improvement, and the rest of their time on student, parent, and community concerns. They would prefer to spend more time dealing with teacher concerns, parent/community concerns, school improvement, and student academic achievement and less time with student concerns and school management. Disagreement on the appropriate role of the principal exacerbates this conflict. Georgia teachers, principals, and superintendents do not agree on the role of the principal. The majority of teachers (61%) view the current role of their principals as school manager while only 7% view their principals as instructional leaders. Twenty-six percent (26%) of the principals view their current role as school manager; 31%, as instructional leader. Sixty-one percent (61%) of the superintendents view the ideal role of the principal as instructional leader; 54% of principals view their ideal role as instructional leader; only 22% of teachers view the principal's ideal role as instructional leader.

RECOMMENDATION 3: Successful implementation of Georgia's Quality Basic Education Act (QBE) necessitates that a consensus must be reached on the role of the principal. Resolution of this conflict is necessary for both short term and long term school improvement. This role clarification must permeate all aspects of the principalship: recruitment and selection, job description, preparation programs, evaluation, and professional development/inservice.

FINDING 4: The responses of Georgia teachers, principals, and superintendents indicate that formal preparation programs for school administrators need increased emphasis in curriculum development, instructional evaluation and supervision, and staff development. Additionally, a majority of superintendents rate an internship with an exemplary principal as the best practical preparation for the principalship.

Nationally, most graduate students in educational administration are self-selected, enroll in degree programs for personal reasons, and attend classes part-time while maintaining full-time employment. Admission criteria are not demanding. Some standards for admission to graduate programs in educational administration are lower than standards for admission to graduate programs in other disciplines. Surveys of administrators' attitudes toward their work and their formal preparation find: (a) practitioners' academic preparation left them unprepared for the realities of managerial work; (b) they appreciated the opportunity to apply theory to practice in actual school settings; and (c) they saw value in complementing university faculty perspectives with those of practicing school administrators. Principals from effective, exemplary schools rate their field experience as the most useful and important program element of their preservice training. Nationally, for students without administrative experience, an internship is required in 79% of institutions offering educational administration degrees; for students with administrative experience, an internship is required in 51% of the institutions. Yet, well developed and adequately structured internship programs are few. This may be related to the fact that there is a lack of agreement regarding the design, cost, and source of funding for strong internship programs.

Nearly two-thirds of Georgia principals received their elementary, intermediate, and senior high school education in Georgia. Nearly two-thirds completed their higher education in Georgia; one-third, in other Southern Regional Education Board (SREB) states. Most principals received their Bachelor's degrees in social science, physical education, science, and elementary education. Almost one-half were teachers prior to becoming principals; one-third were assistant principals, and 10% were physical education instructors. Twenty percent (20%) of elementary school principals received a Bachelor's degree in elementary education; 27% of middle school principals, in social science; and 27% of high school principals, in physical

education. Fifty-five percent (55%) of elementary school principals, 60% of middle school principals, and 65% of high school principals reported holding Master's degrees in administration and supervision. The majority of these degrees were granted between 1942 and 1982, a period of 40 years; over 50% were awarded between 1967 and 1977. Most principals (78%) held AS-5 certification prior to becoming a principal; approximately one-fourth hold life certificates.

Over the past five years, Georgia institutions have awarded approximately 225 degrees in administration and supervision annually. Seven M.Ed. programs allow few electives beyond the basic core requirements of educational psychology and sociology of education. Four M.Ed. programs are more highly individualized with fewer set requirements beyond the basic core. In general, most principals took courses in general school administration (89.4%), curriculum development (71.4%), school finance/economics (75.2%), school organization (78.0%), education and the law (77.7%), history and philosophy of education (48.0% in graduate school; 25.6% as undergraduates), educational psychology (37.2% in graduate school; 29.6% as undergraduates), and staff development (47.5%). As of fall quarter 1985, 9 of 11 educational administration programs in Georgia (82%) require or strongly recommend an internship. To gain a professional certificate, all administrators who complete their preparation on or after September 1, 1980, must take the Teacher Certification Test (TCT) in administration and supervision. Between 1980-1983, the following proportions of prospective administrators scored below the standard score of 70 in the seven subareas of the test: social issues in school administration, 25% below; organization and legal structure in education, 33% below; personnel management, 43% below; leadership in education, 50% below; curriculum development, 62% below; and management of school operations, 64% below the standard score of 70.

PSC data further indicate that over 30% of Georgia teachers do not rate their principals' performance as satisfactory in handling student discipline, communicating with teachers, developing curriculum, and supervising instruction. Principals, themselves, also confirm a need for improvement in their preparation; over 50% of Georgia principals reported a desire for additional formal preparation in curriculum development (57%), evaluating teachers (51%), and staff development (50%); one-third desire more preparation in nearly all content areas related to the principalship. In order of importance, superintendents want their principals to have courses in instructional evaluation/supervision, curriculum development, personnel evaluation, general school administration, education and the law, staff development, and school finance/economics. Over half of Georgia superintendents rate an internship with an exemplary principal as the best practical preparation for the principalship.

RECOMMENDATION 4: Universities and colleges must restructure policies and programs to better prepare school leaders for the challenges of today and the year 2000. As the primary filter in the preparation and ultimately the selection of future school administrators, university-based preparation programs must employ more rigorous selection, screening, and assessment procedures in order to identify truly promising and well-qualified candidates. The focus of these programs must be proficiency-based and emphasize integration of the complex roles of instructional leader, school manager, and community educational leader. Attention should be directed toward more relevant coursework, reorganization of program content, and expanded opportunities for skills development in real school settings, consistent with the demands of contemporary instructional leadership. The internship must be qualitatively redefined. Programs and practices must prepare school leaders who can lead in the social and institutional environments of the future.

FINDING 5: Most superintendents (90%) report that their systems do not have published policies and guidelines for the recruitment and selection of principals.

Nationally, the recruitment and selection of principals is generally informal. Few systems have developed written principal selection procedures. Formal selection procedures emphasize criteria such as merit, equity, and openness; candidates view these procedures as credible and fair. Emerging exemplary selection procedures include the use of assessment centers and internships. Effective school leaders are also selected through conscientious and efficient application of traditional selection methods. Principal selection is complicated by many different factors. The supply of individuals prepared in school administration exceeds the demand. Yet, the number of degree programs in educational administration continues to increase. Programs in educational administration/supervision are generally non-selective. Most students in these programs are self-selected, and admission criteria are not demanding. Completion of university coursework is generally tantamount to certification to serve as a school principal. This has given rise to concern regarding the caliber of some school leaders.

SREB has noted a downturn beginning in 1975 in the number of educational administration degrees awarded in SREB states; for instance, in 1970-71, there were 2,500 degrees awarded; in 1975-76, 4,824; during the period 1980-81, 3,430 educational administration degrees were awarded at the masters and doctoral levels in SREB states; 176 of these were awarded in Georgia. During the period from summer 1982 through spring 1983, the number of degrees awarded in public colleges and universities in Georgia in educational administration (256) and educational supervision (34) exceeded the number of graduate degrees awarded in critical teaching areas such as English education (142), mathematics education (116), and science education (77).

The typical public school principal in Georgia is male (83%), white (83%), married, and 46 years old. Principals have served an average of seven years at their present schools. Approximately 75% are principals in schools of 740 pupils or less. Over 75% express interest in remaining at their present schools for at least five years. The overwhelming majority are satisfied with their current positions and see educational administration as their career. The majority of superintendents (57%) indicate that they recruit principals from mostly or entirely within the school system. Superintendents rank these criteria as most important: (1) integrity, dependability, and willingness to follow directions; (2) managerial and supervisory skills; (3) personality; and (4) adaptability to local

environment. Yet, 90% of superintendents report no published policies/guidelines for the recruitment/selection of principals.

RECOMMENDATION 5: As local school systems strive for excellence in administrative leadership, formal, published policies/procedures for the recruitment and selection of principals must provide for a thorough, open, and systematic search. A qualified, representative, and substantial pool of applicants for administrative positions must be generated and maintained, and there must be evidence that the pool is utilized.

FINDING 6: During the next few years, shortages of qualified teachers, especially in vital areas such as mathematics, science, and foreign languages, are expected to intensify. Although K-12 enrollments are expected to increase, the supply of prospective teachers continues to shrink, and more dissatisfied veteran teachers are considering leaving the profession.

Recently completed broad-based research on the current status of teaching has uncovered an emerging crisis in teaching nationwide. Major reports warn that problems of attracting and retaining qualified teachers could preclude the attainment of all the best laid plans for reform. National teacher surveys have uncovered dramatic changes in recruitment and retention patterns of the American teacher force, in the quality of teachers, and in the attractiveness of teaching as a profession. Experienced teachers are retiring in increasing numbers; younger teachers are leaving for other occupations. Evidence suggests that new recruits to teaching are less academically qualified than those leaving and the number of new entrants is insufficient to meet the coming demand for teachers, especially in subject areas critical for America's technological development, such as mathematics and science. Academically talented women and minorities are no longer restricted to teaching and are choosing professions with greater financial rewards, better advancement opportunities, and better working conditions.

Despite a 12% drop in the number of high school graduates and a 5% decrease in the number of 18-to-24 year olds since 1980, more and more people have continued to go to college, and overall enrollments have held steady. However, fewer students than ever are studying to be teachers. During the last decade, enrollment in teacher education programs decreased over one-third. The number of new teacher graduates dropped even more--53%. During the same period, the number of degrees in medicine increased by 74%; in engineering, 90%; and similar degrees in law more than doubled. For the last three years, however, freshmen interest in teaching has grown slightly--up from 5.5% in 1984 to 6.2% in 1985 (an increase over the low point of 4.7% in 1982). Despite this upturn, the current figure of 6.2% remains well below the level of the late 1960s when more than 20% of entering freshmen (and over one-third of all female freshmen, compared to less than 10% in 1985) said they planned to pursue careers in teaching.

The most recent supply and demand estimates indicate that by 1992 supply will be only two-thirds of demand for additional elementary and secondary teachers. The National Center for

Education Statistics is now projecting a need to hire 1.65 million additional public and private elementary and secondary school teachers between fall 1985 and fall 1993 to meet demand. These estimates are based on a constant annual 6% rate of attrition, enrollments rising, and teacher-pupil ratios improving only slightly. More than two-thirds (68%) of the 1,651,000 additional teachers needed by 1993 will be elementary school teachers. Compounding this general undersupply are acute and growing shortages in the high-demand subject areas such as mathematics and the sciences. The number of persons getting a degree in mathematics education dropped from 2,217 in 1970-71 to 798 in 1980-81 (a 64% decline). The number of science education degrees conferred decreased from 891 to 597 (a 33% decline) for the period. Another troubling facet of impending teacher shortages is the long-term erosion of the minority teaching force, a problem which many educators see as increasing precisely at a time when the percentage of black and Hispanic students in public schools is growing substantially. The Educational Testing Service predicts that by the year 2000 the percentage of minority teachers in the U.S. could be cut almost in half from the level of 12.5% in 1980 to less than 6%; in contrast, the percentage of minority students is expected to grow from 30% at present to 33% by 1990 and to at least 38% by the year 2000. In the South, the percentage of black teachers dropped 6.4% in three years, from 1980 to 1983. Reasons cited for this nationwide decline in minority teachers are the growing minority dropout rates in high school and a steady decline in the college-bound rate for minority students, rising college tuition, changes in federal student aid policies, the disproportionate number of minority teacher education students who are failing to pass the new competency tests, and a lessened commitment to equity as a social goal in the nation as a whole. The ultimate questions which surface when all these contributing factors to teacher shortages are considered are: Who will fill these teaching posts, where will they come from, and how will they be brought into the profession?

As concern continues about the academic quality of future teachers, nearly all states are reexamining the admission, graduation, and certification requirements of their teacher training programs. Pressures to reform these programs are much stronger than in decades past. New data indicate that some teacher education programs have begun to respond. For example, the proportion of schools, colleges, and departments of education requiring standardized or proficiency tests for entry into teacher education programs has more than doubled over the past five years; by 1984-85, more than half of the public programs and over 40% of the private ones had entry tests. But other requirements, such as minimum Grade Point Averages (GPA) have remained relatively stable. Few applicants are rejected; 87% in a National Center for Education Information (NCEI) survey said they accept more than 75% of teacher education applicants. The average minimum GPA requirement for students entering elementary or secondary education programs in 1984-85 was

2.3 on a scale of one to four--up fractionally from 2.2 five years earlier. A national longitudinal study found that college graduates with SAT verbal scores in the lowest fifth entered teaching seven times more often than those in the top fifth. Students now majoring in education have a combined average SAT score of 852--73 points below the average of students overall. In addition, only about two-fifths of teacher education programs have minimum grade requirements for completing general studies in English courses as part of their admission procedures.

Few programs have made changes in course or credit hour requirements to date; in an average elementary education program, about one-third of the credit hours required for a baccalaureate is in education courses; in secondary education, the proportion of credit hours is somewhat lower (23%). Although most programs require early field experiences of about 113 clock hours, the apparent gap between teachers' training and the practical realities of classroom teaching has caused many to advocate more substantive apprenticeships supervised by college faculty and superior teachers. With regard to exit testing, since 1980-81, about 20% of programs have instituted such exams, and public programs are more likely than private ones to have such testing requirements (about 23% versus 14%). At present, there is very little uniformity in the type of exit tests administered.

Among the 1,068 institutions of higher education that grant baccalaureate degrees in education, recruitment methods vary greatly, and there are no standardized procedures to recruit well-qualified students into teacher education programs. Currently, incentive scholarships for students of high academic ability are provided in nearly one-fourth (usually doctoral institutions) of programs; fewer than 20% provide scholarships for especially capable students in shortage areas such as mathematics and science. Only 4% of these institutions offer loan forgiveness for teacher candidates who actually teach. During the last five years, a few institutions have tried various other recruitment methods, including personal contacts (18%), visits to high schools by college representatives (15%), inviting students to visit colleges (15%), mailings (11%), and college fairs (8%).

The rising attrition rate of experienced teachers, especially prevalent among the most academically able, simultaneously adds to the growing teacher shortages and further diminishes the quality of the total workforce. Nationally, half of all teachers (51%) have at some time seriously considered leaving the profession. Twenty years ago (1966), only 9.1% of teachers said they would not choose teaching again. Today, over one-quarter (27%) say that within the next five years they are likely to leave teaching. These teachers are found in all areas of the nation, in all types of schools, and at all levels of teaching experience. However, secondary school teachers are

more likely to be considering leaving than are elementary school teachers; male teachers, more so than female teachers. Inner-city and urban teachers are more likely to consider leaving than teachers outside urban areas. Inadequate salary and poor working conditions dominate reasons teachers consider leaving. Sixty-two percent (62%) cite inadequate salary as the main reason. Forty-one percent (41%) cite working conditions, such as paperwork, non-teaching duties, overcrowding, and long hours. Student discipline and lack of student motivation rank next. Regardless of whether they are satisfied or not, teachers tend to continue teaching. More than half of all teachers surveyed in 1983 said they planned to remain in teaching either until required to retire (12%) or until eligible for retirement (39%). Another quarter (24%) said they would continue teaching unless something better came along. Only 9% said they definitely planned to leave teaching as soon as they could, and 16% said they were undecided.

In Georgia, PSC trend data on teacher supply, collected since 1977, reflect a situation similar to the national picture of teacher supply and demand. Higher education enrollments overall remained relatively stable from 1975 to 1978, increased steadily from 1978 to 1983, and decreased only slightly (less than 2%) in 1984 and 1985. But enrollment in and graduation from teacher education programs declined sharply during that time. Total reported undergraduates in education declined during the period studied from 1,875 for 1977-78 to 1,700 for 1979-80 to 1,421 for 1981-82. Reported graduate degrees in education also declined from 3,449 in 1977-78 to 3,047 in 1979-80 to 2,577 in 1981-82. Declines in production of new teachers were most marked in secondary education, but also evident in middle grades education and in the critical areas of need such as mathematics, science, and foreign languages. In these areas, alarmingly low numbers of teacher graduates declined still further during the period studied, the academic years 1977 through 1982. Steady declines in the numbers of teacher graduates were reported in foreign languages, from only 11 in 1977-78 to only 7 in 1981-82; mathematics education graduates declined from 49 to 38 for that same period; and in science education, bleak figures held stable but remained low: 22 in 1977-78, 25 in 1979-80, and 24 in 1981-82. English education, elementary education, social studies, vocational education, art, and physical education also experienced a decline in teacher graduates during this period. Data from the National Center for Education Information show a slight upturn in 1983, when Georgia graduated 2,856 students from teacher education; of these, 1,920 students were certified as teachers. However, data from the Regents of the University System of Georgia show 1,639 Bachelor's degrees in education conferred during 1983-84 in the 14 public institutions offering education degrees and only slightly more--1,670--the following year, 1984-85.

Newest national data which compare projected needs for teachers in a given year to the number of new teachers actually hired that year have uncovered a major conundrum: significantly more teachers were hired in 1984-85 (155,508) than were graduated from teacher education programs nationwide (146,000)--more than can be accounted for even if the predicted 6% attrition rate and the usually low numbers of "reserve pool" teachers are counted. Moreover, since statistics show that only 80% of those 146,000 new teacher graduates apply to teach and only about 80% of those who apply become teachers, the supply-side figure becomes even less, and the mystery to be solved is: Where are these new teachers coming from? As an offset to the short supply of teachers produced instate and in response to a great deal of in-migration from other states, Georgia certifies a large number of teachers who were trained elsewhere. In 1983, Georgia certified 3,056 teachers from out of state to teach in Georgia schools, 61% of the total number of teachers certified that year.

Still, national data indicate that teacher demand continues to exceed supply. Raised standards for high school graduation which require more mathematics, science, and English courses have undoubtedly made it necessary to hire the 18,961 more secondary school teachers last year (1984-85) than NCES had projected would be needed. Experts are speculating that the plethora of emergency certificates being issued is directly related to this dearth of teachers in basic skills areas. A recent national survey of all state departments of education found a widespread lack of controls and/or information regarding out-of-field teaching. Evidence is mounting that teacher misassignment is much more common than the states' formal pronouncements. There are countless legal exceptions to already minimal regulation; some states, including Georgia, not only permit out-of-field teaching but classify it officially as "in field," a device that simultaneously encourages and disguises misassignment of teachers. In fact, in 1983, Georgia employed the highest number of teachers in the nation on emergency credentials--9,900 teachers, or 17.6% of the 56,270 teachers in Georgia classrooms. Only three other states employed similarly high numbers of teachers on emergency certificates: Montana, 16%; West Virginia, 13.4%; and Florida, 12%. Furthermore, in a 1985 national survey sponsored by the Council for Basic Education on the misassignment of teachers, Georgia officials reported 57% of mathematics classes and 56% of science classes currently taught by teachers who hold probationary or provisional certificates in those fields.

The last half of this decade will bring increased demands for teachers in these critically important areas, as statewide curricular reforms mandated through the Quality Basic Education Act and the University System of Georgia take effect. For example, in February 1984 the Georgia Board of Regents passed a more rigorous pre-college curriculum which will be required for

all students entering a four-year baccalaureate degree program in the fall quarter of 1988. These new requirements for regular admission to public colleges in Georgia add four more units to the basic 13-unit core curriculum by specifying an additional course in both science and mathematics and at least 2 credits of foreign language. The new requirements are 4 credits of English, 3 credits of social sciences, 3 credits of mathematics, 3 credits of science (a physical science and at least two laboratory courses from biology, chemistry, or physics), and 2 credits of foreign language. These new requirements have further exacerbated the already critical shortage of high school mathematics, science, and foreign language teachers in Georgia, especially in smaller school systems.

In Georgia, data also suggest that retention of teachers could become a critical issue by the next decade. Although 85% of Georgia teachers are entirely or mostly satisfied with their current teaching positions, 43% say they are considering leaving public school teaching. Over one-fourth (27%) plan to leave within five years; another 21% plan to leave within 10 years. The typical teacher who is considering leaving is 39 years old and has taught for 12 years. Sixty-six percent (66%) of the male teachers and 38% of the female teachers are considering leaving. Over fifty percent (52%) of both middle and high school teachers are considering leaving. Georgia teachers cite three main reasons for teacher attrition--low teacher salaries (83%), discipline problems in schools (55%), and low standing of teaching as a profession (34%). The fourth most prevalent reason cited is that "students are unmotivated, uninterested in school." Although a sizeable proportion of Georgia teachers express a desire to leave teaching, the majority of school systems experience little turnover in teaching or administrative personnel. Between 1978-80 and 1982-83, the last year for which State data are available, end-of-year teacher attrition rates declined from 9.8% to 6.7%.

Raising both the standards of the teaching profession and the incentives for becoming a teacher is the top education priority nationwide. States have begun to address and improve teacher pay, status, and working conditions. In Georgia, QBE legislates a phase-in of comprehensive school reforms, including market-sensitive teachers' salaries, more demanding certification and competency tests for prospective and veteran teachers, improved status and rewards for teaching, and quality professional development and incentive programs. Studies of the teacher labor market in the Southeast, however, suggest that additional factors--more subtle and complex--remain to be understood and addressed in order to recruit and retain quality teachers. Significant factors are striking economic, cultural, and social differences between urban and rural teacher labor markets; little effort by universities to recruit able students into teaching; a stronger emphasis, in some communities, on human relations skills, coaching skills, and compatibility with community values than on academic ability; and the

primary importance of student discipline problems, parental attitudes, and administrative support on the morale of teachers. Compounding these factors are local definitions of what constitutes a quality teacher workforce and specific everyday needs, limitations, and actions.

RECOMMENDATION 6: The State should develop an aggressive teacher recruitment plan. An array of incentives to attract high achieving college students, including more men, more minority students, and more prospective science, mathematics, and foreign language teachers, should be included. A new and growing resource--ever increasing numbers of older, part-time college students, especially women--could also prove to be an excellent source for tomorrow's teachers. Incentive scholarships, loan forgiveness programs, and programs to encourage interested high school students to serve as teacher aides are workable examples of special recruitment efforts. Teacher education programs, in turn, must develop and implement better, more rigorous screening procedures for prospective teachers. Programmatic offerings must be assessed and refined to ensure that graduates have a more complete series of skill-building experiences and content-area knowledge designed to prepare them academically and realistically for contemporary classrooms. More extensive field-based experiences are vital; regular performance assessments should enhance and support individualized learning. While more rigorous and selective teacher education programs may graduate fewer teachers, the quality of teachers will improve, and wise use of resources may dictate that some teacher education programs be consolidated. Efforts to attract and retain quality public school teachers must reflect an understanding of the economic, geographic, and cultural diversity of urban and rural schools. In addition to the career ladder, the State must develop an action plan to retain still-competitive veteran teachers. Such a plan should include measures to improve overall working conditions, provide for more recognition and rewards, and extend professional renewal and development opportunities. Finally, reliable teacher supply and demand data must be generated, maintained, and applied to State and local planning strategies.

FINDING 7: Over 50% of Georgia principals expressed a willingness to attend inservice activities, especially courses in teacher evaluation, building teacher morale, student motivation, and the use of computers as teaching aids. Although approximately 70% of principals have attended at least one inservice course, slightly over 30% have never attended an in-service course. Forty percent (40%) of Georgia superintendents reported no planned program of inservice training was available for principals in their school systems.

Over the past 20 years, developments inside and outside education--rapid technological advances, an explosion of knowledge and information, vastly different social values and trends, and the impact upon every citizen of an increasingly interdependent global economy--have called for new, informed approaches to the education of children who will live in a new age. The response of the educational community can only equal the quality of response from its leadership. Thus the demands for administrator growth and development, particularly that of the building principal, have far outpaced the professional preparation--both preservice and inservice--which principals receive. Principals' responsibilities exceed those of all others in the school; yet, too often, their inservice and professional renewal have been either neglected or ineffectually delivered.

Profiles of principals show that the majority are middle-aged and intend to continue in school administration until retirement; in other words, a large proportion of present-day principals intend to run the nation's schools into the year 2000. Combined, these factors have stimulated keen interest on national, state, and local levels to develop and provide better, more relevant professional development opportunities which help principals improve and refine their skills and to acquire new and expanded knowledge and attitudes.

Nationally, leadership inservice in education is provided by states, local school districts and regional organizations, colleges and universities, and by the practitioners through their professional organizations. Generally, these experiences are short, intensive, and fragmented; popular topics include finance, school-community relations, time management, and other topics geared toward immediate (band-aid) help rather than long-term solutions to problems. Follow-up surveys of traditional inservice activities have found other drawbacks: the principal is a passive participant and part of a very large

group, training is offered during school hours, extrinsic rewards such as salary or credit are rarely provided, quality depends solely upon the provider, and there is virtually no follow-up or application to real school settings. In addition, most inservice activities are based upon short-lived interest and not upon comprehensive needs assessment of the participants.

Surveys of principals, both nationally and in Georgia, show that they have very clear ideas about the substantive areas in which they need up-to-date information and better skills and they are quite willing, even eager, for opportunities to receive such help. Nationally, principals identify these topics and skills areas as good subjects for in-depth inservice: school climate improvement; personnel evaluation and instructional supervision; building teamwork, including morale development; and improvement of internal communications. Georgia principals, in turn, have indicated that they "would surely attend" courses on teacher evaluation (65%), building teacher morale (64%), student motivation (64%), use of computers as teaching aids (61%), school law (55%), leadership skills (49%), supervision techniques (49%), student discipline (47%), public relations (47%), developing community involvement (46%), and due process (46%).

Opportunities for continued professional development for school leaders are not available in all Georgia public school systems. Approximately 70% of Georgia principals have attended one inservice course. However, slightly over 30% have not participated in inservice at all. When the combined total for principals who report no inservice and those reporting only one inservice course is considered, approximately 57% of the principals are either not provided sufficient opportunities for continued professional development, or they choose not to participate. Sixty percent (60%) of Georgia superintendents reported a planned program of inservice was available for principals in their systems, but 40% reported no planned program was available.

RECOMMENDATION 7: Opportunities for continued professional development should be made available to all practicing school leaders. Substantive inservice courses and activities should focus on topics and generic skill areas principals identify, such as teacher evaluation, building teacher morale, student motivation and discipline, leadership skills, and supervision techniques. Evaluation of professional development should emphasize efficiency, comprehensiveness, and how well participants are able to apply skills and concepts learned in real school settings. As reexamination of and changes in educational administration preparation programs produce administrators with different professional development needs from those of today's practitioners, the thrust and content of professional development programs must also change.

FINDING 8: Fifty-five percent (55%) of teachers cite discipline as the second major reason teachers leave the profession. Teachers also cited discipline-related problems as the second most pressing problem confronting the public schools. Seventeen percent (17%) of principals listed disciplinarian as their most important current role. Less than 5% saw disciplinarian as their most important ideal role. However, 47% reported they "will surely" attend an inservice course on student discipline, and another 41% said they "may attend."

Research on school effectiveness shows that an orderly and positive atmosphere is one hallmark of a successful school. If school improvements are to have a chance to succeed, in addition to a good curriculum, dedicated faculty, and responsible administrators, a schoolwide sense of seriousness about education must prevail. National studies and opinion polls, however, indicate that student misbehavior and perhaps more serious discipline problems are severe enough for immediate concern and action.

Although violence, vandalism, and drug use get the headlines, these are generally not the discipline problems that bother teachers most. Still, student-related factors rank second only to inadequate salary in reasons teachers consider leaving the profession. Recent polls have found that 31% of teachers who have considered leaving point to such factors as lack of student discipline and students' lack of motivation for learning. Twenty-one percent (21%) alone cite discipline. Teacher burnout has become a major problem in U.S. schools; according to teachers, the most significant cause is the generally uncivil behavior and disinterest in learning they confront in their students daily. And this problem is not confined to urban high schools. Elementary school teachers, responding to a recent NEA poll, reported just as much on-the-job stress as did high school teachers. In fact, they must deal with more interference from student misbehavior as they must insist on total class attention to lessons, while high school teachers have the option of removing or otherwise occupying disruptive or disinterested students. Some teachers may contribute to discipline problems through lack of classroom management skills or because of their cynical attitudes toward young people in general. Poor handling of student misbehavior often exacerbates the problem; these teachers need to be identified and provided assistance.

All in all, when the lost time and energy are measured, teachers spend between 30% and 80% of their teaching time addressing discipline problems. Teachers and taxpayers are not the only victims of this wasted effort. From an educational perspective, the most important victim is learning. Teachers who function as baby sitters or police officers are not teaching. Students whose teachers are not able to teach cannot learn. Whether discipline problems are defined as inattentiveness, talking in class, or even acts of violence, too many school officials are reluctant to face the problem squarely, to recognize its importance, and to take steps to improve conditions in their schools. Nationally, the contrast between the views of students and teachers and the views of principals is sobering. While teachers and students report being victims of more than three million crimes a month, 75% of principals claim that crime is either not a problem or only a small problem in their schools. Some of the reasons cited are principals' fears of appearing incompetent and unable to control their schools, principals' lack of knowledge about the severity or extent of discipline problems, and lack of parental support for justified disciplinary actions taken by school officials.

Most board policies clearly state that the principal has the central responsibility for setting and maintaining an overall tone of good student behavior and cooperation in the school. Recently, school leaders have been given a dramatic signal that their role in maintaining order is constitutional as well. The 1985 Supreme Court ruling in New Jersey vs. T.L.O. explicitly affirmed that school officials may search a student without a warrant when they have reasonable grounds to believe that a school rule may have been violated. The Court thus recognized that educators enjoy a certain privilege in discharging their responsibility to safeguard the learning environment, striking a balance between the rights of the student as an individual and the rights of the student body as a whole.

In Georgia, a majority of teachers (55%) cite discipline problems as the second major reason (after low salaries) that teachers leave public school teaching. Reflective of the responses from U.S. teachers, elementary and middle school teachers cited discipline problems more often than high school teachers. Interestingly, lack of student motivation was cited more often by high school teachers than by elementary or middle school teachers. On the broader topic of identifying the most pressing problems which the public schools in their communities must face, Georgia teachers ranked discipline-related problems second only to the reciprocal problem of lack of community and parental support. Here, the level of teacher concern by grade level was reversed: 46% of high school teachers saw discipline as a major problem compared with 42% of middle school teachers and 32% of elementary school teachers.

Georgia principals, on the subject of discipline, indicated that they find themselves dealing more often with student concerns and school management than with the central matters of teacher concerns, parent/community concerns, and school improvement. Approximately 17% listed "disciplinarian" as their most important current role, but less than 5% listed it as their most important ideal role. In practice, Georgia principals reported spending 37.3% of their time on school improvement, 23.2% on teacher concerns, 15.7% on school improvement, 12.7% on student concerns, and 11.1% on parent/community concerns. They would prefer to spend 30% of their time on teacher concerns, 24.9% on school management, 22.8% on school improvement, 12.3% on parent/community concerns, and only 10% on student concerns. Despite the fact that dealing with student discipline problems is never a pleasant task, Georgia principals are willing to learn better methods and procedures for handling such problems and creative ways to improve the behavioral aspects of a school's climate. Forty-seven percent (47%) indicated they "will surely attend" an inservice course on the subject of student discipline; another 41% said they "may attend" such a course. However, only 24% have actually participated in inservice activities geared toward improving student conduct.

RECOMMENDATION 8: Principals and other administrators have an obligation to see that standards of conduct among students and teachers are consistently and fairly enforced throughout the school, that habitually disruptive students are separated from their peers, and that teachers are supported in maintaining an environment conducive to learning. Principals must also identify teachers who need help with classroom management and provide them staff development. For prospective teachers, preparation programs should include core coursework and field experiences which emphasize classroom control techniques and also deal with the individual needs of prospective teachers. The issue of discipline and safety in the school is a community one, as well. Local governmental authorities, law enforcement officials, parents, and citizens all have a role in reducing vandalism and crime outside the building and in assuring safe access to the school. The role of parents in instilling respect for others and commitment to learning in their children is vital; in the case of real disciplinary problems, there can be no effective means of achieving solutions without parental support. There seems to be a need to provide avenues of communication for parents, teachers, and principals to meet, discuss their concerns, and devise ways to reinforce one another in the maintenance of a productive and stimulating school environment. Myth or reality, the issue must be addressed.

FINDING 9: Nearly one-half (48%) of Georgia teachers saw lack of community and parental support as the most serious problem which the public schools in their communities face. Almost three-quarters (74%) of the teachers cited parental apathy as the major component of this problem, and another 18% felt that lack of community support is a significant issue. Over one-third (37%) viewed discipline problems combined with student apathy in general as the second major problem in their schools; within this issue, 43% of the teachers were seriously concerned about student apathy toward learning.

Time and again, studies which examine the symptoms and trace the consequences of today's students' lack of motivation toward learning inevitably point in the same direction: the most important way in which parents can contribute to the education of their children is by what they do in the home. Parents impart the first and most lasting lessons which shape a child's self-image and attitudes about achievement and the value of learning. Though money and social class are strong variables in school success, contemporary studies find that the general health of the family itself is even more important. In today's world, however, family harmony and mutual support take concerted effort; for most parents, life is very demanding. Over half of the mothers with school-age children are now working. Schools today are forced to do more than educate. National polls have suggested an increasing realization on the part of some parents that they are not doing too well in nuturing the total development of their children, particularly in the adolescent years. As a consequence, rightly or wrongly, even more demand is placed on the schools to do more.

The profile of today's public school student evidences a dramatic change from that of just one generation ago. Children of the 1980s come from vastly different family structures, economic conditions, and cultural backgrounds than did children of only 15 years ago.

- "One of five children in the nation now lives below the poverty level; 23.3% of children under 6 are poor.
- One of five children now lives with a mother with no father present. Over half (56%) of these children are poor.
- The number of female householders, no husband present, has doubled since 1970 and tripled since 1960. One-third of all female householders is poor.

- Only 27% of all householders have children living with them; only 49% of married-couple families have children now, compared with 57% in 1970. Sixty percent of female householders have children.
- More than half of the children who do live with both parents have both parents working. Seventy percent of one-parent householders work.
- Minority populations are growing at a much faster rate than are white; populations in cities are growing faster than in other areas; populations in the South and West are growing significantly faster than in the Northeast and Central regions.
- Five times as many children are born out of wedlock today as in 1970. More than half of all black children born in 1982 were illegitimate (57%) and half of those were born of a teenager." (Feistritzer, 1985)

One-third of all Americans live in the South, and 18.1% of all Southerners live below the poverty level. Four out of 10 U.S. residents classified as poor live in the South; 35.5% of the whites and 56.6% of the blacks who live below the poverty level reside in the South. Four out of 10 children classified as poor live in the South. Careful observers of the educational scene warn that to ignore these changed demographics while attempting to implement major reforms in any educational system would be a serious oversight. Significant also are the concomitant changes in American values, especially those of the nation's youth, which, when combined with economic and social changes, form a radically new picture of the school settings in which improvements are to take place.

School settings reflect the overall value systems of the communities they serve, and local communities have an enormous impact on how and if possibilities for improvement take place. An accumulating body of research finds a direct correlation between student achievement and family income levels, level of education of parents, whether the child lives with both parents, socioeconomic status of the family, and parental involvement in the child's school. However, long-term empirical studies of U.S. schools such as the Carnegie Foundation's High School and Goodlad's five-year study reported in A Place Called School and surveys from the Gallup organization have repeatedly uncovered what their authors consider to be one of the most formidable barriers to excellence in the schools--diminishing public commitment. These studies point out that Americans believe in education but have come to distrust their schools. In the 1982 Gallup poll, teachers, parents, and the general public agreed that America's strength in the future will depend more on developing the finest educational system in the world than on developing the best industrial system or the strongest military force. Four out of five people affirmed their faith in education as extremely important to one's future success. Yet, striking trends in public opinion about the public schools reflect a growing disenchantment and loss of regard. Between

1974 and 1983, the percentage of people rating their local schools A or B dropped from 48% to 31%. There was a corresponding increase in the lower ratings: from 11% rating their local schools D or F in 1974 to 20% in 1983--a negative change of opinion by 25 to 30 million people, and very significant, according to Gallup. Furthermore, in 1969 about 75% of parents interviewed by Gallup said that they would like to see one of their children teach in a public school. In 1983 only 45% said that they would like one of their children to be a public school teacher.

Not surprisingly, this negativism has filtered into the schools; polls of U.S. educators find them increasingly discouraged about the lack of positive reinforcement and overall indifference of parents, which can be almost as destructive as overt criticism. Teachers find that their students will not do homework, that parental apathy toward learning in general exacerbates the already minimal communication among parents, teachers, and students about the academic aspects of school, and that too many parents are unknowledgeable of or even uncaring about their children's school attendance. Teachers do not understand parental priorities which allow children to sacrifice their schoolwork for after-school jobs so they can buy designer jeans, cars, and stereos. Parents, on the other hand, complain that teachers are too often defensive or aloof and turn away honest questions with the attitude that only they are the experts in education.

The 1984 Gallup/PDK survey of teachers revealed that parents' lack of interest and support is seen as the biggest problem local school communities must face. Teachers were fairly consistent in their responses by grade levels. Another recent survey found that among all teachers who have been working for at least five years 40.6% reported that students' attitudes were more negative or much more negative than they were five years ago; 22.4% reported no change in students' attitudes. In nationwide polls from A Study of Schooling, teachers, students, and parents rated the seriousness of a list of problems in their own schools. The number and intensity of problems perceived by both teachers and parents were least at the elementary level and less in the eyes of parents than of teachers. Student misbehavior was high on the list for all groups and levels. Lack of student interest, lack of parent interest, and drug/alcohol use were rated as the most serious problems by both secondary and middle school teachers and by parents. Elementary teachers and parents also saw lack of student interest and lack of parent interest as problems of some significance. When asked directly, "What is the school's one biggest problem?" the most frequent choice of all categories of respondents was lack of student interest. Additionally, a great deal of data suggests that students in the junior and senior high school years are very much preoccupied with matters having little to do with the intellectual function of schools. They

are excessively preoccupied with physical appearance, popularity in the peer group, and games and athletics.

Georgia teachers are as concerned as their national counterparts about the void in public and parental support for the academic aspects of the public schools. When asked to identify the major problems which the public schools in their communities face, nearly one-half (48%) of Georgia teachers saw the lack of community and parental support as the most serious problem which must be addressed. Across grade levels, the proportions of teachers with this concern were nearly identical: elementary school teachers, 47%; middle school teachers, 47%; and high school teachers, 49%. Parental apathy toward their children's learning was considered to be the major component of this problem by nearly three quarters (74%) of these teachers, and another 18% saw lack of community support for the work of the schools as a significant issue. Discipline problems combined with student apathy were viewed as the second major problem by over a third (37%) of the teachers; within this issue, 43% of the teachers expressed frustration that too many students in their classes demonstrate disinterest in learning and are apathetic about academic achievement.

RECOMMENDATION 9: Our public schools are only as strong as the communities of which they are a part. School improvement and, ultimately, student achievement are dependent upon public commitment and the spirit of parental and community involvement. Although socioeconomic conditions are significant factors in student achievement, compelling evidence which shows that parents who read to their young children, who supervise their homework, who talk with them about school and everyday events and express interest in their progress, and who take them to stimulating places such as parks, museums, ballgames, libraries, and zoos have children who succeed in school--regardless of their economic and cultural backgrounds. It is up to adults to communicate and reinforce the long-range benefits of academic discipline to young people; children must see that learning is important and valued in the eyes of adults. Increased parental involvement in the schools can serve as a catalyst for dramatic systemwide improvement, even in the most difficult circumstances. In their role as community educational leaders, school administrators must delve more deeply into the sources of parental satisfaction, dissatisfaction, or lack of interest in academic programs and student achievement. After careful appraisal, they must take positive actions to establish working lines of communication based on mutual trust and concern. School leaders must assist parents in developing academic expectations consistent

with those of the school. More linkages among the schools and local businesses, civic organizations, and citizens need to be developed. As the State's economic development continues to expand, nationally and internationally, the interdependence of quality education and economic growth becomes even more acute. Local communities must become convinced of their importance to the State's total prosperity and the direct relationship between education and income. The key to decreasing the disparity between metropolitan areas and the rest of Georgia is an educated citizenry; the key to the future is quality education.

"There should never be a child--let alone a generation of children--who passes through our schools unawakened and unprepared for what will come. Educating a new generation of Americans to their full potential is still our most compelling obligation.

"Every morning at 8 A.M. the doors of America's high schools are opened. Walk inside and look into the future of the nation." (Boyer, 1983)

FINDING 10: Initial data analysis suggests that political and geographic diversity may affect educational priorities, administrative policies, and educational opportunities in Georgia.

Nationally, educational governance structures differ from state to state. Little is known about how state boards of education work in all states, but differences directly affect how state education policy leaders interact to develop and carry out policy. Research has found that structural differences in educational governance often reflect differences in political philosophy and administrative approaches to priorities and policy implementation. Because local governance structures are for the most part homogeneous across the nation, even less research exists which examines how differences affect educational outcomes. Nonetheless, some 14,000 public school superintendents are responsible for the instructional leadership and efficient management of the human and financial resources of the nation's schools. In 1984-85, they supervised 4 million employees, managed the expenditure of 140 billion dollars, and guided the instructional programs of nearly 40 million students.

Georgia is one of 12 states that have the Chief State School Officer (CSSO) elected by popular vote and the State Board of Education (SBE) appointed by the Governor (Arizona, California, Georgia, Idaho, Indiana, Kentucky, Montana, North Carolina, North Dakota, Oklahoma, Oregon, and Wyoming). Five other states (Florida, Louisiana, South Carolina, Washington, and Wisconsin) also have elected CSSOs with SBEs selected by various methods. CSSOs are generally chosen three ways: by popular election statewide, appointment by the State Board or some other board, or appointment by the Governor. Currently, in 17 states the CSSO is elected by popular vote; in 27 states, the CSSO is appointed by the State Board; and in 6 states, by the Governor. Data from 1960 to 1982 indicate a trend toward appointment of the CSSO by the SBE (or other representative board) and away from both election by popular ballot (from 35 to 17) and appointment by the Governor (from 14 to 5). However, since 1982, Minnesota changed the method of CSSO appointment from a board appointment to appointment by the Governor, and Iowa may change to a gubernatorial appointment in April 1986. In addition, Mississippi changed from an entirely elected system to an appointed SBE and a board appointed CSSO; Texas changed from an elected SBE to an appointed board which continues to appoint the CSSO. These more recent changes may reflect the impact of the national reform movement and the increased involvement of the Executive Branch in educational governance. To attract high caliber leaders, states have increased salaries

of chief state school officers. From 1978 to 1982, virtually all states increased salaries by some amount. Nationally, the current average salary of an elected CSSO is $52,616. The average salary of an appointed CSSO is $65,220.

Nationally, 96.2% of local school boards are elected and the remaining 3.8% are appointed. However, the great majority of local superintendents are appointed. Georgia and four other Southeastern states (Alabama, Florida, Mississippi, and Tennessee) are the only states in which a significant number of local chief school officers are elected. The elected local superintendents in these states represent only 3% of the approximately 14,000 superintendents in the nation. Within Georgia, education governance structures differ greatly among the 187 total school systems. The proportion of local school systems with elected superintendents varies by geographic region: Southeast, 74%; Southwest, 68%; North, 61%; Central, 60%; and North Central, 40%. Of the 159 county systems and the 28 city or independent systems, 74 systems have appointed superintendents and 113 systems have elected superintendents. Of the 74 appointed superintendents, 46 are in county systems and 28 are in city systems. Within this elected/appointed governance structure, there are four different combinations of school board and superintendent selection methods. Currently there are 15 systems which appoint both the local school board members and the superintendent (12 city systems and 3 county systems), 81 systems which elect both the board members and the superintendent (all county systems), 59 systems which elect board members who then appoint the superintendent (43 county and 16 city systems), and 32 systems which elect their superintendents and appoint board members by grand jury (all are county systems).

Synergistically, analysis of Commission data suggests trends which indicate that long-range educational goals may be influenced by such variables as political environment, geography, economics, and culture. Proportions of ethnic minority to white teachers employed, proportions of male to female teachers and principals employed, proportions of teachers holding advanced academic degrees, years of experience of teachers, and location of previous work experience of principals are areas that exhibit differences according to system governance structure and/or geographic location. Superintendents' perceptions of the role of the principal, recruitment/selection criteria emphasized and processes utilized, delivery of inservice training for principals, authority delegated to principals, and method of principal evaluation differ according to system governance and/or geographic location.

When data are analyzed according to method of superintendent selection, immediate prior work experience of superintendents, highest academic degree held, opinions regarding the best preparation for principals, and views of the quality of administrative applicants also are areas exhibiting differences. Appointed superintendents employ a greater proportion of black

teachers and principals. A much larger percentage of appointed superintendents hold the doctorate. Appointed superintendents favor instructional leader as the most important role for principals by a greater proportion than do elected superintendents. A greater proportion of appointed superintendents recruit principals from outside their school systems and have published policies/guidelines for the recruitment/selection of principals. A greater proportion of appointed superintendents would definitely include courses in a core curriculum for principals which place greater emphasis on instructional issues. A greater proportion of appointed superintendents have planned programs of inservice for principals, use annual formal written evaluations of principals, and utilize those evaluations to suggest/recommend inservice training for principals. They also report that their principals have greater authority to allocate school resources.

On the other hand, elected superintendents employ a greater proportion of male teachers. A greater proportion of elected superintendents hold the Master's degree as their highest academic degree. A greater proportion of elected superintendents received their undergraduate and graduate education in Georgia and had their previous work experience within their present school systems. A greater proportion of elected superintendents held a principalship immediately prior to assuming the superintendency and had previous experience as teachers or assistant principals. A greater proportion see school manager as the most important role of the principal and recruit principals from mostly or entirely within their own systems. A greater proportion of elected superintendents view an internship with an exemplary principal as the best practical preparation for the principalship, report that their principals have greater authority to determine school policies, and use informal conferences for evaluation of principals. A higher proportion of elected superintendents rate their principals' performance as satisfactory.

RECOMMENDATION 10: Surprisingly, little work has been done to analyze and interpret the impact of political, geographic, economic, and cultural diversity on educational outcomes. The State has been hindered by lack of data. It seems that more complete, relevant, and timely data are needed. The State must determine how well the present governance structure serves public education.

COMPOSITE PORTRAIT OF GEORGIA TEACHERS

The majority of teachers are female and white. The typical teacher is 39 years old. Nearly half of the teachers hold a Master's degree. Over two-thirds received both their undergraduate and graduate preparation in Georgia. Fifty-four percent (54%) decided to pursue teaching as a career prior to entering college; 71% stated teaching was their first career choice. They earn an average salary of approximately $20,494 and work an average of 49.8 hours per seven-day week on school-related activities. Fifty-one percent (51%) of their time is spent teaching class; 15%, preparing for classes; and 10%, grading papers. The typical teacher has taught for an average of 13.6 years and has worked in the same school for 7.8 years. Over 72% of the teachers belong to a professional organization. Teachers cited the lack of community and parental support (48%), discipline (37%), and funding (24%) as the biggest problems facing public schools in their local communities. Teachers are generally satisfied with principal cooperation and support, their colleagues, and the quality of support staff. In short, teachers are satisfied with their jobs as a whole; yet, 43% expressed a desire to leave public school teaching. Over one-fourth plan to leave the teaching profession within five years. They cite "low teacher salaries," "discipline problems in schools," and "low prestige of teaching" as the three main reasons teachers are leaving the profession. Over two-thirds of the teachers oppose differential pay in subject areas with teacher shortages, such as mathematics, science, and foreign languages. Over 50% are opposed to the idea of incentive pay; however, 69% said that some teachers in their own schools deserve incentive pay.

(PSC, 1985)

COMPOSITE PORTRAIT OF GEORGIA PRINCIPALS

The typical public school principal in Georgia is male (83%), white (83%), married, and 46 years old. Over half of their fathers were either farmers or laborers; their mothers, housewives. Nearly two-thirds received their elementary, intermediate, and senior high school education in Georgia. Nearly two-thirds completed their higher education in Georgia and one-third in other Southern Regional Education Board states. Approximately two-thirds hold Master's degrees in administration and supervision; one-third hold six-year Specialist's certificates; less than one-tenth, the Doctorate. Almost one-half were teachers prior to becoming principals; one-third were assistant principals, and 10% were physical education instructors. Principals work an average of 53 hours per week when school is in session. The average salary is over $32,000. Approximately 20% have a second job. Thirty-seven percent (37%) of their time is spent on school management; 23%, on teacher concerns; 15%, on school improvement; and the rest, on student, parent, and community concerns. Principals have served an average of seven years at their present school. Approximately 75% are principals in schools of 740 pupils or less. Fifty-four percent (54%) view the ideal role of the principal as instructional leader; however, 31% view their current role as instructional leader and 25% as school manager. In general, principals desire to spend more time dealing with teacher concerns, parent/community concerns, school improvement, and student academic achievement and less time with student concerns and school management. Principals desire more preparation in curriculum development, staff development, public relations, and evaluation of faculty. Nearly three-fourths believe changes are needed in their schools, and most principals cite budgetary restrictions, community and parental apathy, and lack of time to be instructional leaders as the major problems that detract from their ability to do the best job they can. Over 75% of principals want to remain in their present school for at least five years; the overwhelming majority are satisfied with their jobs and see educational administration as their career.

(PSC, 1983)

COMPOSITE PORTRAIT OF GEORGIA SUPERINTENDENTS

The great majority of Georgia superintendents are male (96%) and white (99%). The typical superintendent is 48 years old. Seventy-two superintendents are appointed and 115 are elected. One-third have earned a Master's degree; nearly one-half, a Specialist's; and almost one-fourth, the Doctorate. Nearly three-fourths completed their higher education in Georgia. They work an average of 57 hours per week and have served an average of eight years in the superintendency. On the average, seven out of ten superintendents were teachers for approximately five and one-half years and principals for another five and one-half years before becoming superintendents; slightly less than one-third were central office administrators. The majority of superintendents were teachers, principals, and assistant principals in high schools. One-third were elementary principals. Sixty percent (60%) completed their prior work experience within their present school systems; 40% worked outside their present systems.

Superintendents expect principals to be instructional leaders and school managers; 64% view the principal's "most important" role as that of instructional leader, and 31% see school manager as the most important role of a principal. When superintendents select principals, in addition to the overall personality of the applicant, the most important qualities they all look for are (1) integrity, dependability, and willingness to follow directions and (2) managerial and supervisory skills. Most superintendents (90%) do not have published policies and guidelines for the recruitment and selection of principals.

The majority of superintendents believe a core curriculum for principals must include instructional evaluation and supervision, curriculum development, personnel evaluation, general school administration, education and the law, and staff development. Over one-half (55%) believe the internship is the best practical preparation for the principalship; one-fourth believe an assistant principalship is the best practical preparation. Sixty percent (60%) of superintendents have a planned program of inservice for their principals available in their system; 40% do not.

Nearly all superintendents use some system of evaluation for principals; one-half (49%) use an annual checklist, one-fourth use an annual formal written evaluation; 15%, an informal conference. Almost three-fourths of the superintendents use the evaluation to suggest or recommend inservice training; nearly one-third do not use evaluations for this purpose.

(cont'd)

Over one-half (57%) of superintendents believe that the quality of applicants for the principalship and other administrative positions has improved during the past five years; over one-third (36%) believe the quality has remained the same. A majority (85%) of superintendents are satisfied with the performance of a majority of their principals, and three-fourths are satisfied with the quality of teachers in their systems. Almost two-thirds (63%) are satisfied with administrator certification standards, but only one-half express satisfaction with the State's leadership preparation programs. They are less satisfied with State funding for education.

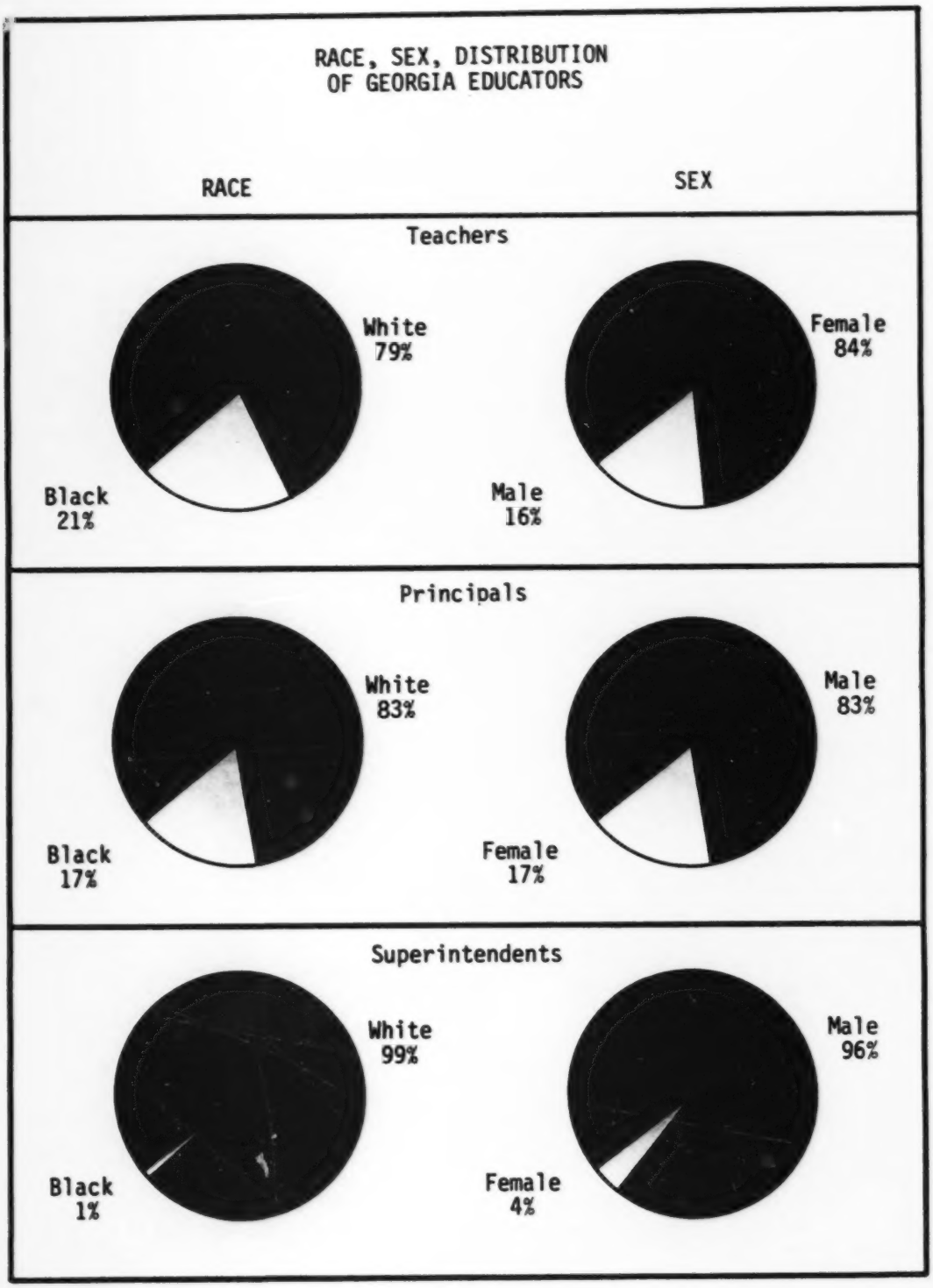
Superintendents project a need for 970 administrative positions between school years 1984-89; most openings will be for central office administrators and elementary school principals. Interestingly, they also anticipate the most staff reductions in these same two positions--elementary school principals and central office administrators.

In a rank ordering of educational improvement measures, superintendents list additional financial support, improved standards and policies, strengthening leadership at all levels, improving preservice and inservice preparation of teachers and administrators, and strengthening public commitment to education as vital to the improved delivery of instruction and increased student achievement.

(PSC, 1984)

PART II

HIGHLIGHTS OF SURVEY FINDINGS


RACE, SEX, DISTRIBUTION
OF GEORGIA EDUCATORS
RACE
SEX
Teachers
White
79%
Black
21%
Female
84%
Male
16%
Principals
White
83%
Black
17%
Male
83%
Female
17%
Superintendents
White
99%
Black
1%
Male
96%
Female
4%

HIGHLIGHTS OF SURVEY FINDINGS

Georgia Educators: A Survey Profile

Personal Characteristics

Teachers[1]

The typical teacher is 39.1 years old; 60% are less than 40 years old.

Eighty-four percent (84%) of the teachers are female; 16% are male.

Seventy-nine percent (79%) of the teachers are white; 21% are black.

Ninety-three percent (93%) of the elementary school teachers are female; 7% are male.

Seventy-eight percent (78%) of the middle school teachers are female; 22% are male.

Fifty-nine percent (59%) of the high school teachers are female; 41% are male.

Principals[2]

The typical principal is 46.2 years old.

Eighty-three percent (83%) of the principals are male; 17% are female.

Eighty-three percent (83%) of the principals are white; 17% are black.

([1] The Principalship in Georgia: Teachers' Perceptions, 1985.)

([2] The Principal: A Crucial Element in Quality Education, 1983.)

Personal Characteristics (cont'd)

Of 487 white elementary school principals, 108 (22%) are female; of 107 white middle school principals, 15 (14%) are female; and of 196 white high school principals, four (2%) are female.

Of 100 black elementary school principals, 28 (28%) are female; of 42 black middle school principals, four (10%) are female; and of 22 black high school principals, two (9%) are female.

Of 587 elementary school principals, 100 (17%) are black; of 149 middle school principals, 42 (28%) are black; and of 218 high school principals, 22 (10%) are black.

Superintendents[3]

The typical superintendent is 48 years old.

Ninety-six percent (96%) of the superintendents are male; 4% are female.

Ninety-nine percent (99%) of the superintendents are white; 1% are black.

Differences:

The majority of teachers are female (84%); the majority of administrators are male [principals are 83% male; superintendents are 96% male].

According to grade level, differences may be seen with regard to the proportion of female to male teachers.

Grade Level	Female	Male
Elementary School	93%	7%
Middle School	78%	22%
High School	59%	41%

([3] The Principalship in Georgia: Superintendents' Perceptions, 1984.)

Personal Characteristics (cont'd)

According to geographic region[4], differences may be seen in the proportion of white to black teachers.[5]

Geographic Region	White	Black
North	91%	9%
North Central	80%	20%
Southwest	77%	23%
Southeast	73%	27%
Central	72%	28%

Differences may be seen in the ethnic distribution of teachers and principals employed in school systems depending on superintendent selection method.[6]

	Superintendent Selection Method	
	Appointed	Elected
Teachers		
White	75%	84%
Black	25%	16%
Principals		
White	79%	88%
Black	21%	12%

Teachers

The majority (90%) of teachers hold either a Bachelor's (43%) or a Master's (47%) degree. Nine percent (9%) hold the Specialist's degree, and 1% hold a Doctorate.

([4]Note: The geographic designations used correspond to the counties and cities as divided by the Cooperative Extension Service, Rural Development Center of the University of Georgia in the 1983 Georgia County Guide. See map on p. 55.)

([5]Note: The reader should note the following population percentages: Georgia, 26.8% black; public school students, 33.5% black; and public school teachers, 27.6% black.) (Feistritzer, 1983)

([6]Note: At the time of the December 1983 superintendent survey, 115 of the 187 school systems in Georgia had elected superintendents; 72 systems had appointed superintendents.)

Educational Preparation/Certification

Sixty-five percent (65%) of teachers received their undergraduate preparation within Georgia; 35% received their undergraduate preparation outside Georgia.

Eighty-two percent (82%) of teachers received their graduate preparation within Georgia; 18% received their graduate preparation outside Georgia.

Seventy-six percent (76%) of teachers received their T-4 certificates prior to obtaining a teaching position; 23% reported having received their T-4 certificates after having obtained a teaching position; 1% of the teachers reported not having their T-4 certification.

Seventy-one percent (71%) of elementary school teachers reported elementary education as their area of expertise.

The majority (56%) of middle school teachers reported their area of expertise as follows: elementary education (21%), social science (14%), mathematics (11%), and English (10%).

The majority (60%) of high school teachers reported their area of expertise as follows: vocational education (22%), English (16%), social science (13%), and mathematics (9%).

Forty-two percent (42%) of multiple level teachers reported special education as their subject area of expertise.

Principals

Over 60% of principals received their elementary, secondary, and postsecondary education in Georgia; 32% received their education in other Southern Regional Education Board (SREB) states.

Sixty-one percent (61%) of principals attended elementary school in Georgia; 39%, outside Georgia.

Sixty-three percent (63%) of principals attended high school in Georgia; 37%, outside Georgia.

Most principals (74%) received their Bachelor's degrees in social science (20%), physical education (19%), science (18%), and elementary education (17%).

Educational Preparation/Certification (cont'd)

Twenty percent (20%) of the elementary school principals received a Bachelor's degree in elementary education; 27% of the middle school principals received social science degrees; and 27% of the high school principals received Bachelor's degrees in physical education.

The majority (91%) of principals hold either a Master's (42%) or a Specialist's (49%) degree. Seven percent (7%) hold a Doctorate, and 1% hold a Bachelor's degree.

Sixty-three percent (63%) of principals received their undergraduate preparation within Georgia; 37% received their undergraduate preparation outside Georgia.

Sixty percent (60%) of principals received their graduate preparation within Georgia; 40% received their graduate preparation outside Georgia.

Fifty-five percent (55%) of elementary school principals, 60% of middle school principals, and 65% of high school principals reported holding Master's degrees in administration and supervision.

The following courses were reported most often as part of the principals' graduate programs:

Course	
General School Administration	89%
School Personnel Management	79%
School Organization	78%
Education and the Law	78%
School Finance/Economics	75%
Curriculum Development	71%

In general, principals reported the following coursework as "very useful" in their positions as principals:

Course	Very Useful
Education and the Law	81%
School Personnel Management	64%
School Finance/Economics	58%
General School Administration	57%
School Organization	54%
Curriculum Development	49%

Educational Preparation/Certification (cont'd)

Twenty-seven percent (27%) of responding elementary school principals, 18% of middle school principals, and 12% of high school principals reported obtaining AS-5 certification after becoming principals.

Approximately 24% of the responding principals hold life certificates.

Superintendents

Seventy-one percent (71%) of superintendents received their undergraduate preparation within Georgia; 29% received their undergraduate preparation outside Georgia.

Seventy-one percent (71%) of superintendents received their graduate preparation within Georgia; 29% received their graduate preparation outside Georgia.

The majority (78%) of superintendents hold either a Master's (32%) or a Specialist's (46%) degree; 22% hold a Doctorate.

Differences:

Differences may be seen in the percentage of educators receiving undergraduate preparation within Georgia depending on superintendent selection method.

	Teachers		Principals		Supt.	
	AP	EL	AP	EL	AP	EL
Within GA	61%	70%	58%	69%	53%	82%
Outside GA	39%	30%	42%	31%	47%	18%

Differences may be seen in the percentage of educators receiving graduate preparation within Georgia depending on superintendent selection method.

	Teachers		Principals		Supt.	
	AP	EL	AP	EL	AP	EL
Within GA	81%	83%	55%	68%	59%	79%
Outside GA	19%	17%	45%	32%	41%	21%

Educational Preparation/Certification (cont'd)

Differences may be seen in the percentage of principals who received their elementary and high school education within Georgia or outside Georgia depending on superintendent selection method.

In systems with appointed superintendents, 56% of the principals received their elementary education in Georgia; 44%, outside Georgia. Fifty-seven percent (57%) received their high school education in Georgia; 43%, outside Georgia.

In systems with elected superintendents, 69% of the principals received their elementary education in Georgia; 31%, outside Georgia. Seventy percent (70%) received their high school education in Georgia; 30%, outside Georgia.

Differences may be seen in the highest academic degree attained by superintendents depending on superintendent selection method and according to geographic region.

Method	Master's	Specialist's	Doctorate
Appointed	14%	42%	44%
Elected	43%	49%	8%
Geographic Region			
North Central	22%	39%	39%
Central	28%	47%	25%
Southwest	22%	56%	22%
North	37%	42%	21%
Southeast	44%	44%	12%

According to geographic region, differences may be seen in the percentage of teachers and superintendents receiving their undergraduate preparation within Georgia.

Undergraduate Within GA	Teachers	Superintendents
Southwest	79%	69%
Southeast	77%	86%
Central	68%	59%
North	63%	79%
North Central	57%	45%

Educational Preparation/Certification (cont'd)

According to geographic region, differences may be seen in the percentage of superintendents receiving their graduate preparation within Georgia.

Graduate	N	NC	C	SW	SE
Within GA	81%	50%	68%	62%	83%
Outside GA	19%	50%	32%	38%	17%

Career Path and Working Environment

Teachers

The typical teacher has 14 years of experience and has taught in the same school for approximately eight years.

Teachers work an average of 49.8 hours per seven-day week on school related activities.

Fifty-one percent (51%) of their time is spent teaching class; 15%, preparing for classes; and 10%, grading papers.

Fifty-four percent (54%) decided to pursue teaching as a career prior to entering college; 71% stated teaching was their first career choice.

Six percent (6%) entered a teacher preparation program after completing a Bachelor's degree.

The majority (58%) of teachers reported either a love of children (33%) or a love of teaching (25%) as their main reason for becoming a teacher.

Teachers reported their main sources of assistance in curriculum and instruction as other teachers (23%) and principals (21%).

Sixty-one percent (61%) of the teachers reported that their schools were operated like an organization tending toward staff equality; however, 39% of the teachers reported that their schools were operated like an organization with staff hierarchy and clear lines of authority.

Career Path and Working Environment (cont'd)

Fifty-five percent (55%) of the teachers reported that the main emphasis of their school systems was on board policy and efficiency with numerous rules and a definite system of authority; only 7% of the teachers reported that the main emphasis of their school systems was on creativity through freedom for members of the professional staff.

Seventy-two percent (72%) of the responding teachers reported membership in selected professional organizations.

Principals

The typical principal has seven years of experience at his present school.

Approximately 75% are principals in schools of 740 pupils or less.

Principals work approximately 53 hours at school each week.

Thirty-seven percent (37%) of their time is spent on school management; 23%, on teacher concerns; 15%, on school improvement; and the remainder, on student, parent, and community concerns.

In general, principals desire to spend more time dealing with teacher concerns, parent/community concerns, school improvement, and student academic achievement; they desire to spend less time with student concerns and school management.

The immediate prior position of the majority (85%) of principals had been as follows: a teacher (45%), an assistant principal (30%), or a physical education teacher (10%).

Of the 790 principals reporting a second prior position, 54% were teachers and 12% were physical education teachers.

Less than 15% of principals had their previous experience in their present schools.

The three most often reported reasons for becoming a principal were as follows:

Reason	
Desire to Be in a Leadership Position	29%
Improved Income over Previous Position	22%
Interest in Improving Students' Academic Performance	21%

Career Path and Working Environment (cont'd)

Approximately 20% of the principals reported having a second job.

Superintendents

The typical superintendent has eight years of experience in the superintendency and works an average of 57 hours per week.

Sixty-nine percent (69%) of the superintendents had an average of 5.6 years of experience as principals, and 78% had an average of 5.4 years of experience as teachers prior to becoming a superintendent.

Forty-six percent (46%) of superintendents reported their immediate prior position as principal; 12% of the superintendents reported their immediate prior position as teacher.

Fifty-nine percent (59%) of the superintendents had their previous work experience within their school systems; 41% had their previous work experience outside their school systems.

The majority of superintendents (67%) reported a "desire to improve service in education" as their main reason for becoming a superintendent.

Differences:

Differences may be seen across grade levels regarding how the schools were operated. Sixty-seven percent (67%) of elementary teachers reported an emphasis on staff equality; 54% of middle school teachers and 46% of high school teachers also reported an emphasis on staff equality.

Differences may be seen across grade levels in the source of assistance teachers receive in curriculum and instruction. Both elementary (26%) and middle school (26%) teachers reported receiving the most assistance from other teachers. High school teachers (25%) reported receiving the most curriculum assistance from their department chairperson. Twenty-five percent (25%) of multiple level teachers reported the principal as their main source of assistance.

Career Path and Working Environment (cont'd)

Differences may be seen in superintendents' career paths depending on superintendent selection method.

Seventeen percent (17%) of elected superintendents reported teaching as their immediate prior position before becoming superintendents; 3% of appointed superintendents reported teaching as their immediate prior position.

Twenty percent (20%) of elected superintendents listed their immediate prior position as central office administrator; 44% of appointed superintendents listed central office administrator as their immediate prior position.

According to geographic region, differences may be seen in the immediate prior position of the superintendent.

Position	N	NC	C	SW	SE
Central Office Administrator	28%	48%	19%	26%	33%
Principal	42%	39%	50%	51%	44%

Differences may be seen in the location of superintendents' previous work experience depending on superintendent selection method.

Twenty-nine percent (29%) of the appointed superintendents had their previous work experience within their school systems; 71% had their previous work experience outside their school systems.

Seventy-eight percent (78%) of the elected superintendents had their previous work experience within their school systems; 22% had their previous work experience outside their school systems.

Career Path and Working Environment (cont'd)

According to geographic region, differences may be seen in the percentage of superintendents with previous work experience within their school systems.

Geographic Region	Within System
Southeast	67%
North	63%
Southwest	61%
Central	51%
North Central	43%

Depending on superintendent selection method, differences may be seen in superintendents' motivation for the position.

Fifty-eight percent (58%) of the appointed superintendents reported the main reason they became a superintendent was to "improve service in education."

Seventy-three percent (73%) of the elected superintendents reported the main reason they became a superintendent was to "improve service in education."

GEOGRAPHIC REGIONS

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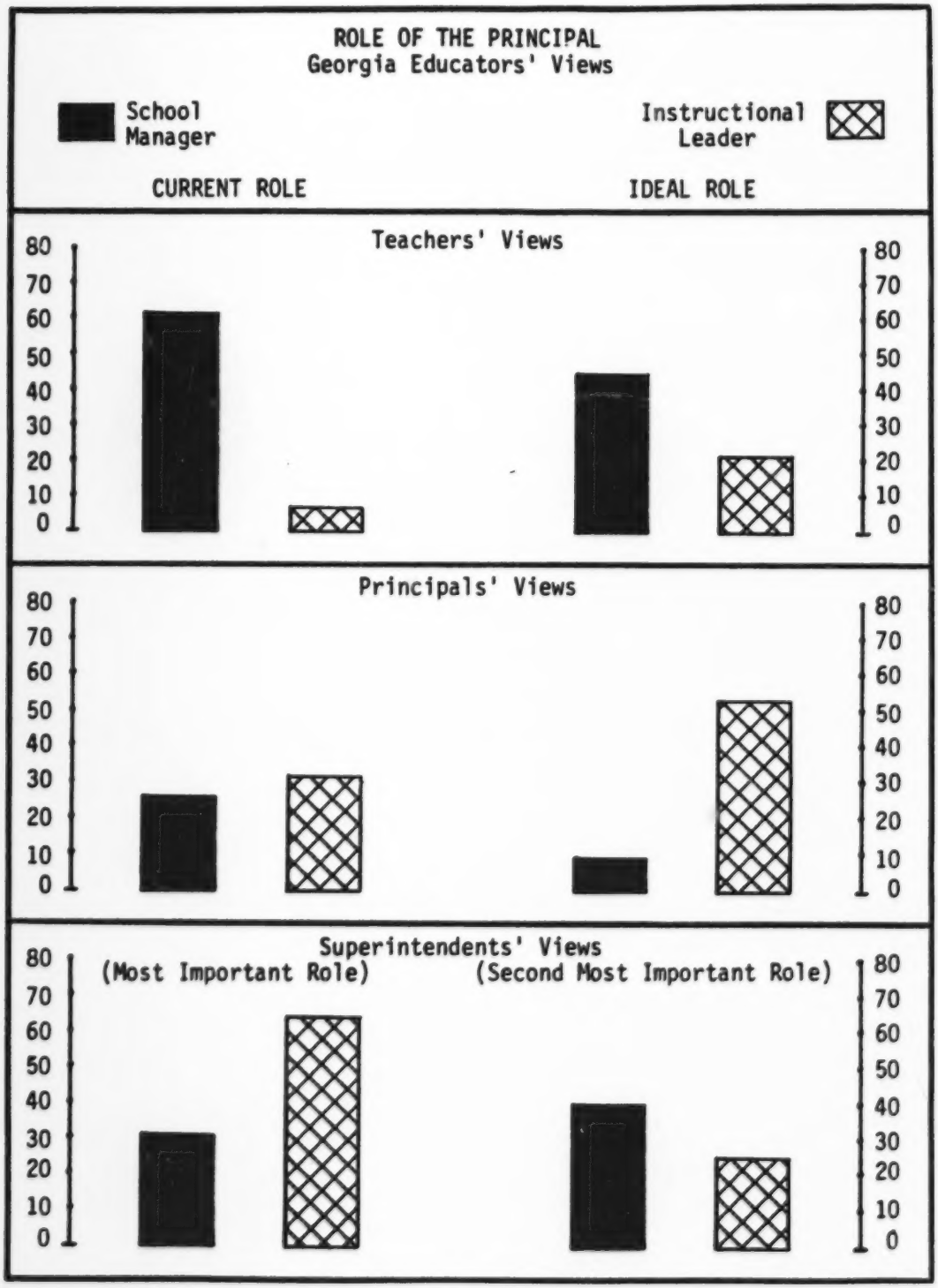
ROLE OF THE PRINCIPAL
Georgia Educators' Views
School Manager
Instructional Leader
CURRENT ROLE
IDEAL ROLE
Teachers' Views
Principals' Views
Superintendents' Views
(Most Important Role)
(Second Most Important Role)
80
70
60
50
40
30
20
10
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Role of the Principal

Teachers

The majority of teachers (61%) viewed the current role of their principals as School Manager; 7% viewed the current role as Instructional Leader.

Forty-five percent (45%) of teachers viewed the ideal role of the principal as School Manager while 22% preferred Instructional Leader.

Principals

Thirty-one percent (31%) of principals viewed their current role as Instructional Leader; 26%, as School Manager.

Fifty-four percent (54%) of principals viewed the ideal role of the principal as Instructional Leader.

Superintendents

Sixty-four percent (64%) of superintendents also viewed the ideal role of the principal as Instructional Leader.

Differences:

Differences may be seen across grade levels in teachers' perceptions of the current role of their principals as School Manager.

	CURRENT ROLE
Grade Level	School Manager
High School	71%
Middle School	59%
Elementary School	59%

Role of the Principal (cont'd)

According to geographic region, differences may be seen in the percentage of teachers who perceived the current role of their principals as School Manager.

Geographic Region	CURRENT ROLE School Manager
North	66%
North Central	63%
Southeast	59%
Central	55%
Southwest	54%

According to geographic region, differences may be seen in the percentage of superintendents who perceived the ideal role of the principal as Instructional Leader.

Geographic Region	IDEAL ROLE Instructional Leader
North	79%
North Central	75%
Southwest	62%
Southeast	56%
Central	51%

Recruitment/Selection of Principals[7]

The following courses were most often recommended by superintendents as a part of the core curriculum in preparation for the principalship:

Course	Recommended
Instructional Evaluation/Supervision	90%
Curriculum Development	84%
Personnel Evaluation	82%
General School Administration	77%
Education and the Law	74%
Staff Development: Process and Practice	59%
School Finance/Economics	57%

([7]Note: The reader should note these data were collected from Georgia superintendents only.)

Recruitment/Selection of Principals (cont'd)

Fifty-five percent (55%) of the superintendents rated an internship with an exemplary principal as the best practical preparation for the principalship.

Ninety percent (90%) of the responding superintendents reported they did not have published policies/guidelines for the recruitment/selection of principals.

Superintendents ranked the importance of 13 selection criteria for principals; the four most often reported criteria were:

Criteria	Most Important
Evidence of Integrity, Dependability, and Willingness to Follow Directions	96%
Evidence of Managerial and Supervisory Skills	92%
Personality of the Applicant	84%
Evidence of a Candidate's Adaptability to the Local Environment	80%

The majority (57%) of superintendents reported that their principals were recruited from mostly or entirely within the school system.

The majority (57%) of superintendents indicated that the quality of administrative applicants had improved in the last five years; 36% reported the quality of applicants had remained the same; and 7% reported the quality of applicants had declined.

Authority of the Principal

Teachers

On a scale of 1-to-9 (none-to-total), teachers reported high levels of personal authority in four areas: maintaining class discipline (8.0), individual student assessment and grading (7.9), determining instructional method (7.6), and establishing achievement expectations of students (7.5).

On a scale of 1-to-9, teachers viewed their principals as having the most authority in the areas of evaluating instruction (7.5), hiring and retention of staff (7.3), determining staffing patterns (7.0), allocating school resources (6.8), determining school policy (6.8), and facilitating change (6.7).

Authority (cont'd)

On a scale of 1-to-9 (none-to-total), teachers viewed their principals as having a moderate level of authority (5.8) to formulate staff development (inservice).

Teachers viewed their principals as having the least authority (3.8) in the area of managing vocational programs.

Principals

Principals reported having the most authority to evaluate instruction (8.1), to formulate school discipline procedures (7.7), to determine staffing patterns (7.1), to hire and retain staff (7.1), to determine extracurricular programs (7.0), and to facilitate change (7.0).

Principals reported having the least authority to determine school budget (4.6), to manage federally mandated programs (4.5), and to manage vocational programs (4.0).

Superintendents

Superintendents reported principals had the most authority to evaluate instruction (8.1), to formulate school discipline procedures (7.8), to determine extracurricular programs (7.7), to determine staffing patterns (7.2), and to determine school policies (7.0).

Superintendents reported principals had the least authority to manage federally mandated programs (5.8) and to determine the school budget (5.5).

Proficiencies/Performance/Evaluation of the Principal

Teachers

Teachers indicated they were "entirely" or "mostly" satisfied with their principals' proficiencies in 18 areas which were endorsed by the Governor's Education Review Commission.

Proficiency	Entirely or Mostly Satisfied
Emphasis on Student Achievement in Basic Skills	85%
Clear Definition of School Policy and Standards	82%
Emphasis on Time on Task	81%
Oral and Written Skills	78%
Maintenance of Orderly School Climate	77%
Delegation of Responsibility	76%
Clarity of Goals & Objectives	75%
Mastery of Content	73%
Leadership	72%
Clarity of Expectations from Students, Teachers, and Parents	72%
Handling Student Discipline	69%
Personnel Evaluation and Provision of Inservice	68%
Resource Allocation Commensurate with Objectives	68%
Leadership	67%
Recognition and Reward of Success	67%
Identification of Common Needs	66%
Effective Communication	66%
Effective Teaching Ability	53%

Proficiencies/Performance/Evaluation (cont'd)

Seventy percent (70%) or more of the teachers rated their principals' performance as "entirely" or "mostly" satisfactory in the following activities:

Preparing Required School Reports
Supervising School Building Operations
Managing School Office
Communicating with Parents
Developing and Maintaining School Public Relations
Evaluating Teachers
Communicating with Students

Thirty percent (30%) or more of the responding teachers did not rate their principals' performance as "entirely" or "mostly" satisfactory in the following activities:

Communicating with Teachers
Supervising Instruction
Developing Curriculum
Planning Staff Development
Teaching or Covering Classes

Principals

Ninety-one percent (91%) of the responding principals reported they had a job description.

Forty percent (40%) of the principals reported that they were either not evaluated (25%) or were evaluated informally (15%) with self evaluation a part of the evaluation process.

Superintendents

The majority (72%) of superintendents reported using either an annual checklist/form (49%) or a formal system (23%) for evaluation of principals.

Seventy-one percent (71%) of superintendents reported using evaluation to suggest/recommend inservice training.

Proficiencies/Performance/Evaluation (cont'd)

Over 50% of the superintendents were either "entirely" or "mostly" satisfied with their principals' performance in the following areas:

Area	Entirely or Mostly Satisfied
Improving School Climate	70%
Improving Teacher Morale	61%
Evaluating Personnel	60%
Instructional Leadership	55%
Curriculum Development	54%
Improving Student Achievement	51%
Evaluating Instruction	50%

Forty-five percent (45%) of superintendents were either "entirely" or "mostly" satisfied with their principals' performance in "increasing parental support for academic achievement."

Differences:

According to geographic region, differences may be seen in the percentage of superintendents reporting no formal system of principal evaluation.

Geographic Region	No Formal Evaluation
Southwest	34%
Southeast	29%
North Central	26%
North	24%
Central	18%

According to geographic region, differences may be seen in the percentage of superintendents who rated their principals' performance as "entirely" or "mostly" satisfactory.

Improving student achievement was rated satisfactory by 64% in the Southwest and by 32% in the Central region; instructional leadership was rated satisfactory by 69% in the Southwest and by 49% in the Central region.

Proficiencies/Performance/Evaluation (cont'd)

Differences may be seen in the percentage of superintendents who rated their principals' performance as "entirely" or "mostly" satisfactory depending on superintendent selection method.

Forty-four percent (44%) of the appointed superintendents rated their principals' performance as "entirely" (1%) or "mostly" satisfactory (43%) in developing curriculum; 61% of the elected superintendents rated their principals' performance as "entirely" (4%) or "mostly" satisfactory (57%).

Fifty-eight percent (58%) of the appointed superintendents rated their principals' performance as "entirely" (0%) or "mostly" satisfactory (58%) in improving student achievement; 47% of the elected superintendents rated their principals' performance as "entirely" (4%) or "mostly" satisfactory (43%).

Professional Development/Inservice for the Principal: Access, Needs, Priorities

Principals

On a scale of 1-to-9 (none-to-total), principals ranked their authority to formulate staff development as 6.1.

Principals reported spending an average of 5.33 hours per month on inservice; they indicated a desire to spend 8.15 hours per month.

Twenty-two percent (22%) of the responding principals rated their preparation for conducting staff inservice programs as excellent. Forty-five percent (45%) rated their preparation as good.

Fifty percent (50%) of the principals reported a desire for more preparation in preparing and conducting staff inservice programs.

Approximately 70% of principals reported that they had attended inservice courses; slightly over 30% reported they had not attended any inservice courses.

Thirteen percent (13%) of the responding principals reported that they had attended at least four inservice courses.

Professional Development/Inservice (cont'd)

Principals reported that a majority of their inservice courses had been sponsored by either a local school system or a Cooperative Educational Service Agency (CESA). Strong sponsorship by CESA was reported in every region except the North Central.

From a list of 34 inservice courses, principals most often indicated that they "would surely attend" the following:

Course	Would Surely Attend
Teacher Evaluation	65%
Building Teacher Morale	64%
Student Motivation	64%
Use of Computers as Teaching Aids	61%
School Law	55%
Leadership Skills	49%
Supervision Techniques	49%
Student Discipline	47%
Public Relations	47%
Developing Community Involvement	46%
Due Process	46%

Superintendents

Superintendents ranked the principals' authority to formulate staff development as 6.3 on a scale of 1-to-9.

Sixty percent (60%) of responding superintendents reported a planned program of inservice training was available for principals in their school systems.

Forty percent (40%) of responding superintendents reported no planned program of inservice training was available for principals in their school systems.

Professional Development/Inservice (cont'd)

Differences:

According to geographic region, differences may be seen in the percentage of principals who have never attended any inservice courses.

Geographic Region	Never Attended
Southwest	44%
Southeast	37%
North	32%
North Central	31%
Central	26%

According to geographic region, differences may be seen in the percentage of middle school and high school principals who have never attended inservice courses.

Middle School Principals	
Geographic Region	Never Attended
Southwest	62%
North Central	37%
Southeast	35%
North	28%
Central	28%

High School Principals	
Geographic Region	Never Attended
Southwest	47%
Southeast	35%
North Central	29%
Central	18%
North	16%

Professional Development/Inservice (cont'd)

Differences may be seen in the availability of inservice training for principals depending on superintendent selection method and according to geographic region.

Seventy-two percent (72%) of the appointed superintendents reported a planned program of inservice training was available for principals in their school systems; 28% of appointed superintendents reported a planned program of inservice training was not available for principals in their school systems.

Fifty percent (50%) of the elected superintendents reported a planned program of inservice training was available for principals in their school systems; 50% of elected superintendents reported a planned program of inservice training was not available for principals in their school systems.

Superintendent Selection Method			
Systems	Appointed	Elected	TOTAL
Planned Inservice (107)	72%	50%	60%
No Planned Inservice (72)	28%	50%	40%

	Geographic Regions				
Systems	N	NC	C	SE	SW
Planned Inservice (107)	67%	77%	57%	60%	44%
No Planned Inservice (72)	33%	23%	43%	40%	56%

According to geographic region, differences may be seen in the percentage of principals who "would surely attend" the following inservice courses:

Building Teacher Morale	
Geographic Region	Would Surely Attend
Southwest	75%
Southeast	65%
Central	64%
North Central	63%
North	58%

Professional Development/Inservice (cont'd)

Use of Computers as Teaching Aids	
Geographic Region	Would Surely Attend
North Central	70%
Central	64%
Southwest	60%
Southeast	53%
North	48%

Leadership Skills	
Geographic Region	Would Surely Attend
Southeast	57%
Southwest	56%
North Central	51%
Central	47%
North	38%

Public Relations	
Geographic Region	Would Surely Attend
Southeast	56%
North Central	49%
Central	49%
Southwest	43%
North	40%

Developing Community Involvement	
Geographic Region	Would Surely Attend
Southeast	53%
North Central	52%
Central	46%
North	41%
Southwest	31%

Professional Development/Inservice (cont'd)

Due Process	
Geographic Region	Would Surely Attend
Southeast	56%
Southwest	53%
Central	46%
North Central	45%
North	36%

According to geographic region and grade level, differences may be seen in the responding principals' willingness to attend inservice training.

Teacher Evaluation: Seventy-nine percent (79%) of elementary school principals from the Southwest and 80% of elementary school principals from the Southeast were willing to attend (C, 65%; NC, 59%; N, 58%); 77% of high school principals from the Southwest were willing to attend (N, 74%; SE, 71%; C, 71%; NC, 59%).

Building Teacher Morale: Eighty-three percent (83%) of middle school principals in the Southwest expressed a willingness to attend (C, 62%; SE, 62%; N, 55%; NC, 53%).

Student Motivation: In the North, 55% of elementary school principals, 75% of middle school principals, and 66% of high school principals were willing to attend. Middle school principals across the geographic regions were willing to attend (N, 75%; C, 74%; SW, 73%; SE, 72%) with the exception of North Central, 49%.

Use of Computers as Teaching Aids: In the North Central region, 76% of the high school principals were willing to attend.

School Law: Sixty-eight percent (68%) of the elementary school principals in the Southwest, 75% of the middle school principals in the Central, and 75% of the middle school and high school principals in the Southeast expressed a willingness to attend.

Professional Development/Inservice (cont'd)

Leadership Skills: Thirty-seven percent (37%) of elementary school principals from the North (C, 46%; NC, 52%; SW, 58%; SE, 60%) and 71% of high school principals from the Southeast were willing to attend (NC, 53%; C, 51%; SW, 47%; N, 38%).

Supervision Techniques: In the Southwest, 53% of elementary school principals, 56% of middle school principals, and 35% of high school principals expressed a willingness to attend.

Student Discipline: In the Southeast, 83% of middle school principals, 47% of high school principals, and 39% of elementary school principals were willing to attend.

Public Relations: Thirty percent (30%) of middle school principals from the North were willing to attend. Fifty-four percent (54%) of middle school principals from both the North Central and Central regions were willing to attend. Thirty-nine percent (39%) of high school principals from the Southwest expressed a willingness to attend; 68% of high school principals from the Southeast were willing to attend.

Developing Community Involvement: In the Southeast, 73% of the high school principals expressed a willingness to attend; however, only 24% of the high school principals in the Southwest were willing to attend (C, 45%; N, 41%; NC, 40%).

Due Process: Seventy-five percent (75%) of the high school principals in the Southeast and 56% of the high school principals in the Southwest expressed a willingness to attend (NC, 48%; C, 38%; N, 38%).

Staff Development: Central (14%) and Southwest (14%) regions show small percentages of middle school principals willing to attend; however, the Southeast shows a large percentage (57%) of middle school principals willing to attend (N, 30%; NC, 40%).

Professional Development/Inservice (cont'd)

Curriculum Development: Sixty-seven percent (67%) of middle school principals in the Southwest expressed a willingness to attend; 51% of elementary school principals and 40% of high school principals were willing to attend. In the North (48%), North Central (53%), Central (53%), and Southeast (47%) more high school principals than elementary and middle school principals were willing to attend.

Implications for Supply and Demand

Teachers

Fifty-seven percent (57%) of Georgia teachers indicated that they plan to continue teaching in public schools.

Forty-three percent (43%) expressed interest in pursuing vocations other than public school teaching; almost one-fourth of the teachers expressed a desire to leave public school education entirely.

Over one-fourth (27%) of responding teachers reported that they plan to continue teaching in public schools for 5 years or less; 21% indicated they plan to teach for another 6 to 10 years. Approximately one-half (52%) of the present teacher workforce in Georgia plan to continue teaching for 11 or more years.

Teachers cited six predominant reasons for teacher attrition.

Reason	Weighted Percentage*
Low Teacher Salaries	83%
Discipline Problems in Schools	55%
Low Standing of Teaching as a Profession	34%
Students Are Unmotivated, Uninterested in School	29%
Outstanding Teacher Performance Goes Unrewarded	26%
Parents Don't Support Teachers	24%

*Responses weighted by rank; 1, 100; 2, 67; 3, 33; unranked, 0.

Principals

Over 75% of the principals were extremely interested (47%) or interested (29%) in remaining at their present schools for at least five years.

Generally, principals do not wish to become education lobbyists, college administrators, college teachers, or superintendents. However, 35% of principals expressed an interest in earning an advanced degree (22%) or becoming a district/central office administrator (13%).

Supply and Demand (cont'd)

Superintendents

Superintendents reported the most substantial need for administrators was in the central office. They predicted a need for 272 central office administrator positions from school year 1984-85 to school year 1988-89.

The second highest anticipated need was for elementary school principals. Superintendents estimated a need for 218 elementary principals from school year 1984-85 to school year 1988-89.

One hundred forty-four (144) superintendents projected a total of 164 anticipated reductions in seven administrative positions from school year 1984-85 to school year 1988-89.

Conversely, superintendents projected reductions from school year 1984-85 to school year 1988-1989 of 61 elementary school principalships and 33 central office administrator positions.

Differences:

Differences may be seen across grade levels in reasons teachers leave the profession. Discipline problems were cited by elementary and middle school teachers more often than by high school teachers. Lack of student motivation was cited more often by high school teachers than by middle or elementary school teachers.

Differences may be seen across grade levels in the percentages of teachers who reported a desire to continue teaching in public schools. The majority (64%) of elementary school teachers wish to continue; 48% of middle school teachers and 48% of high school teachers wish to continue.

According to geographic region, differences may be seen regarding the number of teachers who reported a desire to continue teaching in public schools.

Geographic Region	Remain
Southwest	65%
North	60%
Southeast	59%
North Central	54%
Central	54%

Supply and Demand (cont'd)

Differences may be seen in the profile of teachers who plan to remain in the profession and those who plan to leave the profession.

Characteristics	Remain	Leave
Male	34%	66%
Female	62%	38%
Age (Years)	40	38
Years in Present School	9	7
Years of Teaching Experience	14	13
White	58%	42%
Black	54%	46%

Differences may be seen in the proportion of teachers by subject areas who indicated they plan to leave public school classrooms.

Area	Remain	Leave	N
Elementary Education	65%	35%	601
Mathematics	62%	38%	64
Foreign Language	61%	39%	13
English	58%	42%	64
Science	55%	45%	47
Fine Arts	50%	50%	34
Special Education	50%	50%	137
Social Science	46%	54%	65
Vocational Education	45%	55%	66
Physical Education	40%	60%	53
Other	53%	47%	123

Teachers' Views on Reward/Compensation[8]

Sixty-nine percent (69%) of Georgia teachers opposed differential pay in subject areas with teacher shortages; 22% favored differential pay.

Fifty-six percent (56%) of Georgia teachers opposed incentive pay; 36% favored incentive pay.

([8]Note: The reader should note these data were collected from Georgia teachers only.)

Reward/Compensation (cont'd)

Twenty-eight percent (28%) of the teachers indicated that they opposed incentive pay because teaching "can't be measured objectively"; 16% opposed incentive pay because it is "difficult to give a fair evaluation"; and 11% opposed incentive pay because it "would create morale problems."

Twenty-eight percent (28%) of teachers indicated that they favored incentive pay because "good teachers would be rewarded"; 7% favored incentive pay because "children would benefit."

Sixty-nine percent (69%) of teachers stated that there are teachers in their schools who are sufficiently outstanding to warrant incentive pay; 17% stated that no teachers in their schools warrant incentive pay.

Sixty-two percent (62%) of the teachers who felt some teachers warrant incentive pay stated that fewer than 30% of the teachers in their schools actually warrant incentive pay.

Teachers indicated that the following people/panels should determine incentive pay.

Who Should Determine Incentive Pay	Frequency	Percent
Committee of Teachers and Administrators	529	40%
None Qualified	173	13%
Committee of Outside Educators	139	10%
School Principal	131	10%
Committee of Teachers	74	6%
Other	32	2%
Students	4	0%
Parents	2	0%
Don't Know	250	19%
N =	1334	100%

Differences:

According to geographic region, differences may be seen in the percentage of teachers who stated that 30% or more of the teachers in their schools warrant incentive pay.

Geographic Region	30% or More
North Central	44%
Southwest	44%
Central	36%
North	35%
Southeast	30%

Satisfaction with Public Education in Georgia: Teachers, Principals, and Superintendents

Teachers

Thirty percent (30%) of Georgia teachers were either "entirely" or "mostly" satisfied with public education in Georgia; 45% were "equally" satisfied/dissatisfied; and 25% were "mostly" or "entirely" dissatisfied.

In evaluating 9 areas of public education in Georgia, teachers indicated they were "entirely" or "mostly" satisfied as follows:

Area	Entirely or Mostly Satisfied
Teacher's Own Preparation Program	65%
Public Education in Their System	54%
Teacher Certification Standards	52%
Teacher Preparation Programs in GA	45%
Teacher Inservice Programs in GA	41%
Level of Local Spending in Education	41%
Public Education in Georgia	30%
Level of State Spending in Education	18%
Teacher Salary in Georgia	14%

In general, more teachers expressed satisfaction with their own systems (54%) than with public education in Georgia (30%).

In general, teacher satisfaction with various aspects of their own systems was high. Eighty-one percent (81%) of the teachers were "entirely" (29%) or "mostly" satisfied (52%) with the quality of the teaching staff; 75% were "entirely" (43%) or "mostly" satisfied (32%) with their principals' cooperation and support; and 75% were "entirely" (25%) or "mostly" satisfied (50%) with the quality of the non-teaching staff.

In evaluating their own schools, teachers expressed less satisfaction with student academic achievement (51%), adequacy of the school budget (43%), and parental involvement (39%).

Satisfaction with Public Education (cont'd)

Eighty-five percent (85%) of the teachers were "entirely" (30%) or "mostly" satisfied (55%) with their current teaching positions.

Principals

Seventy-one percent (71%) of the principals were either "entirely" (4%) or "mostly" satisfied (67%) with the quality of public education in Georgia.

Seventy-two percent (72%) of the principals were either "entirely" (13%) of "mostly" satisfied (59%) with certification standards for administrators.

Fifty-three percent (53%) of the principals were either "entirely" (4%) or "mostly" satisfied (49%) with principal inservice programs in Georgia.

Over 50% of the principals reported being "entirely" or "mostly" satisfied with the following aspects of their individual schools:

Aspect	Entirely or Mostly Satisfied
Teacher Cooperation	93%
Quality of Teaching Staff	91%
Staff Morale	87%
Quality of Non-Teaching Staff	85%

Ninety percent (90%) of the principals were "entirely" (18%) or "mostly" satisfied (72%) with their current positions.

Approximately 40% of the principals were "equally" satisfied/dissatisfied with student academic achievement.

Approximately 22% of the principals were "mostly" or "entirely" dissatisfied with the school budget.

Satisfaction with Public Education (cont'd)

Superintendents

Fifty percent (50%) or more of the superintendents indicated they were "entirely" or "mostly" satisfied with the following areas of public education:

Area	Entirely or Mostly Satisfied
Teacher Quality	74%
Administrator Certification Standards	63%
Leadership Preparation Programs in Georgia	51%

Less than 50% of the superintendents indicated they were "entirely" or "mostly" satisfied with the following areas of public education:

Area	Entirely or Mostly Satisfied
Local Spending in Education	47%
Public Education in Georgia	46%
Level of Academic Achievement	38%
Principal Inservice Programs	38%

In general, superintendents were satisfied (85%) with the performance of a majority of their principals.

Satisfaction with Public Education (cont'd)

Differences:

According to geographic region, differences may be seen in the percentage of teachers who were "entirely" or "mostly" satisfied with areas of public education in Georgia.

Area	Entirely or Mostly Satisfied				
	N	NC	C	SW	SE
Public Education in Georgia	27%	21%	33%	44%	38%
Public Education in Their System	47%	58%	54%	53%	58%
Level of State Spending	16%	11%	22%	29%	21%
Level of Local Spending	26%	28%	23%	40%	30%
Their Own Teacher Preparation Program	62%	68%	65%	67%	64%
Teacher Preparation Programs in Georgia	43%	42%	47%	49%	50%
Teacher Certification Standards in Georgia	52%	51%	52%	61%	49%
Teacher Inservice Programs in Georgia	31%	45%	43%	43%	44%
Teacher Salary in Georgia	15%	12%	15%	25%	13%

Differences may be seen across grade levels in the percentage of teachers who were either "entirely" or "mostly" satisfied with various aspects of their school system.

Area	Elem.	Mid.	High
Quality of Teaching Staff	84%	79%	72%
Principal Cooperation	75%	75%	69%
Quality of Non-Teaching Staff	75%	79%	73%
District Office Cooperation	73%	71%	58%
Staff Morale	67%	58%	52%
Student Athletic Achievement	64%	64%	64%
Student Academic Achievement	58%	43%	40%
Adequacy of School Budget	47%	42%	35%
Parental Involvement	44%	34%	40%

Satisfaction with Public Education (cont'd)

In general, white teachers were less satisfied than black teachers in every item regarding public education in Georgia. Marked differences were noted in the following areas:

Area	Entirely or Mostly Satisfied	
	White	Black
Their Own Preparation Program	63%	76%
Teacher Certification Standards	50%	61%
Teacher Preparation Programs	42%	60%
Teacher Inservice Programs	37%	57%
Public Education in Georgia	26%	44%

Perceptions of Teachers, Principals, and Superintendents

Teachers: Problems and Issues

Nearly one-half (48%) of the teachers saw lack of community and parental support as the biggest issue confronted by public schools in their communities. Issues/problems listed most frequently by teachers include:

	Frequency	Percent*
Lack of Community/Parental Support	645	48%
Discipline Related Problems	504	37%
Funding Related Problems	329	24%
Inadequate Resources, Supplies, and Facilities	239	18%
Socioeconomic Problems	195	14%
Lack of Leadership	167	12%
Federal, State, and Local Policies	150	11%
Curriculum and Instructional Problems	146	11%
Teacher Quality and Misassignment	144	11%
N=1,359		

*Proportions add up to more than 100% because of multiple responses.

Differences:

Differences may be seen by grade levels in the percentage of teachers citing discipline as a problem: elementary school teachers, 32%; middle school teachers, 42%; and high school teachers, 46%.

According to geographic region, differences may be seen in the percentage of teachers citing funding related problems: North, 32%; North Central, 23%; Central, 22%; Southwest, 22%; and Southeast, 21%.

Principals: Changes Implemented and Desired

A great majority of Georgia principals have made significant changes at their schools: elementary school principals implemented 875 changes, middle school principals, 226; and high school principals, 399 changes.

- Principals made the largest proportion of changes (41%) in the delivery of instructional programs: instructional changes, 21%; curriculum changes, 20%.
- Managerial changes constituted 30% of the changes.
- Discipline (9%), policy (6%), public relations (5%), school climate (1%), and staff development (1%) are additional categories in which principals implemented changes in their schools.

In addition to these changes, principals indicated further changes are needed. Seventy-two percent (72%) of them indicated a continuing need for improvements in the delivery of instructional programs (31%), additional staff/facilities (18%), policy changes (13%), and improvement in quality of staff (10%). Principals indicated fewer changes were needed in the areas of management (9%), public relations (7%), school climate (5%), and student discipline (3%).

Superintendents: Suggestions for Strengthening Public Education

A total of 135 superintendents made 307 suggestions for strengthening the delivery of public education in Georgia. Those suggestions were grouped into five major topics.

- A majority (54%) of the superintendents stated their greatest concern was the need for increased funding to improve education. Increased salaries for teachers was listed most frequently.
- Nearly one-half (46%) of the superintendents listed as their second greatest area of concern strengthening of standards and policies, citing emphasis on basics and program elimination most often.
- Three out of ten (30%) of the superintendents cited strengthening leadership at all levels as their third greatest area of concern. Better management by principals and central office staff was cited most often.

Suggestions (cont'd)

- Over one-fourth (28%) of the superintendents reported their fourth greatest area of concern was preservice and inservice for teachers. Better college preparation for teachers headed the listed suggestions in this category.

- The fifth area of concern expressed by 16% of the superintendents was strengthening public commitment to education. Stronger parental support for students was listed most often.

TECHNICAL NOTES

The objective of the principal study was to determine the role of the principal as defined by the principal. In addition, comprehensive demographic and profile information descriptive of the Georgia principal was collected. A 49-item, 14-page Administrator Questionnaire was designed after an in-depth review of the literature on the principalship and after consultation with numerous educators in Georgia and across the nation. A pilot survey instrument was field-tested by 10 public school principals; the revised final instrument consisted of 49 questions ranging from forced-choice to open-ended formats. A complete response to a questionnaire contained a total of 407 variables.

In order to reduce the possibility of a biased sample, the questionnaire was mailed during September 1982 to all 1,776 public school principals in the State. A mailing list was obtained from the Georgia Department of Education, and a questionnaire packet, including endorsements from Governor George Busbee, State Superintendent of Schools Charles McDaniel, the Executive Director of the Georgia Association of Educational Leaders, and the Commission Chairman. After a follow-up mailing, a total of 1,000 usable responses were received by November 1982, representing a 56.8% response rate.

The data analysis was conducted in three stages. Codes were created for the open-ended questions. Data were keypunched twice to verify accuracy. Coding accuracy of these open-ended questions ranged from 95.9%-100%. In the first stage of analysis, preliminary frequency distributions were obtained for responses to all questions. These distributions allowed for development of a categorization schema of principals according to grade level, geographic region of the State, school size, school environment (urban, suburban, or rural) and for the discovery of wild codes and other such discrepancies. (Unreliable responses were received for three discarded questions.) In the second stage of data analysis, characteristics were analyzed according to whether a principal served in an elementary, middle, or high school. And in the third stage, geographic region, school size, and type of school environment were inserted into the analysis. No bias was evident in responses by any of the items analyzed: grade level, geographic region, school size, and type of school environment. Distribution of principal respondents by grade level closely matched distribution of the population. The classification scheme defined an elementary

school as a school with any of the grades K-3 but without grades 9-12. Thus schools with grades 1-8, or 3-8, were categorized as elementary schools. High schools were defined as those schools with any of the grades 9-12 but without grades K-3. Schools with all other grade level combinations were classified as middle schools; those schools which contained grades at both ends of the classification spectrum (K-3 and 9-12) were classified as other. However, only the first three categories were used in the subsequent analysis, as the cases in the "other" category were few. Distribution of the respondents by the five geographic regions of the State of Georgia --North, North Central, Central, Southeast, and Southwest--closely approximated the population distribution of the State. The geographic division is the same as that adopted by the University of Georgia Cooperative Extension Service. The method of quartile division (Blalock, 1979) was adopted for designating categories for school size; thus, schools with 30-350 students were classified as very small; 360-500, small; 510-740, large; and 750-2250, very large. One-fourth of the respondents were thus placed in each size category. Finally, no bias was evident in responses, whether from urban, suburban, or rural environments. All types of school environments are adequately represented in the study. Since the objective of the Commission was to describe, no hypotheses were formulated or tested.

The primary objective of the superintendent survey was to gain an understanding of how superintendents perceive the roles, tasks, administrative/leadership skills, and the formal preparation of principals in Georgia. In addition, the 25-item Chief Administrator Questionnaire contained status, experience, and opinion questions intended to produce profile information about Georgia superintendents, including their views and suggestions concerning important new educational issues and concerns in their communities and in Georgia. The superintendent survey was intended to complement and add to the findings of the previous PSC survey of school principals; therefore, while the questions were directed to the particular experiences and perceptions of superintendents, they were also devised to be similar enough to allow comparisons of the results.

Following extensive review of the literature and after consultation with a number of practicing educators, both in Georgia and nationally, the Chief Administrator Questionnaire was designed, reviewed, and field-tested by a number of practicing school administrators. In December 1983, the revised survey instrument, endorsed by Governor Joe Frank Harris, State Superintendent of Schools Charles McDaniel, the Executive Director of the Georgia Association of Educational Leaders, and the Commission Chairman, was mailed to all 187 superintendents in Georgia. By February 1984, responses were received from 182 superintendents--97% of the total pool of 187. Thus the data reflect the characteristics of all superintendents in Georgia.

The margin of error for any judgment or generalization is less than 3%. The individual returns were tallied by computer to obtain frequency distributions. In addition, responses were analyzed according to the five geographic regions of the State and by superintendent selection method (elected or appointed). The same geographic region designations were used for analysis of the superintendent data as for the principal data. At the time of the December 1983 superintendent survey, 115 of the 187 school systems in Georgia had elected superintendents; 72 systems had appointed superintendents. The PSC superintendent survey received a 97% response rate distributed as follows: 27 independent city systems, 43 county systems (appointed superintendents), and 112 county systems (elected superintendents). Thus, returns were received from all but three elected superintendents and one appointed superintendent in counties, and from all but one appointed independent superintendent. Differences of 10 or more percentage points were reported. No hypotheses were formulated or tested, as the objective of the Commission was to describe. The last question in the superintendent questionnaire was open-ended; all responses to it were coded into five major topic areas.

The Teacher Questionnaire was designed after an in-depth review of the literature and after consultation with practicing teachers and school administrators both in Georgia and nationally. The central objective of the survey was to scientifically collect data that accurately reflect the views, status, and experience of teachers; at the same time, it was necessary to develop an instrument similar to the previous administrator polls to allow comparisons of the results. A pilot survey instrument was field-tested by 20 public school teachers; the revised final instrument consisted of 32 questions. The teacher survey methodology was designed to correspond to the principal sample as follows: (1) the teacher sample was selected from the same schools as the principal survey sample, (2) two teachers from each principal's school were selected, and (3) a random numbers table was used to select these two teachers.

At the time of the teacher survey (January 1985), 63 schools from the previous principal sample had been closed and/or consolidated; therefore, 937 of the 1,000 schools formed the teacher sample. Thus, on January 14, 1985, questionnaires were mailed to 1,874 teachers (a roster was provided by the Georgia Department of Education). This questionnaire packet included endorsements from Governor Joe Frank Harris, State Superintendent of Schools Charles McDaniel, and the Commission Chairman. By March 15, 1985, 1,359 usable completed questionnaires, representing a 73% return-rate, had been received. Usable questionnaires represent 873 or 93% of the 937 schools surveyed. The individual returns were tallied by computer to obtain frequency distributions; in addition, the data were

analyzed by grade levels, by geographic region, and by superintendent selection method. Differences of 10 or more percentage points were reported. The objective of the Commission was to describe; therefore, no hypotheses were formulated or tested. The last question in the Teacher Questionnaire was open-ended. For this final, open-ended question, a 72-item coding scheme was adopted. Inter-coder agreement was high (.85). In all three studies, column totals do not always equal 100 due to rounding and multiple responses.

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APPENDIX A

PREVIOUS RECOMMENDATIONS
from
COMMISSION LEADERSHIP STUDIES

1982-83 Recommendations

Based on information provided by 1,000 Georgia principals, discussion with practitioners, information provided by professional education organizations, review of existing research and practice in educational leadership, and the educational backgrounds, training, and experience of the members of the Professional Standards Commission, the Commission submits the following definition for the role of the principal: A principal is an instructional leader, a school manager, and a community educational leader.

As an instructional leader, a principal has the primary responsibility for selecting and evaluating teachers and other staff. The principal also has overall responsibility for pupil achievement and is in charge of staff development for members of the school staff. As a school manager, a principal is responsible for such school activities as personnel management, management of the facilities, and extra-curricular activities. The principal as community educational leader is responsible for involving the parents and the community in school activities. The principal has the ability to assess and meet current educational needs of the community as well as project and provide for future educational needs of the community.

This definition should not be viewed as an all-inclusive list of the complex role of the principal. Rather it should be viewed as a definition of emphasis and desired direction: to enhance and increase pupil achievement in a productive, supportive environment.

The Commission submits the following recommendations designed to increase the principal's effectiveness in carrying out the role of instructional leader, school manager, and community educational leader.

- The Professional Standards Commission recommends that the Georgia Board of Education, in conjunction with representatives of institutions of higher education and representatives of appropriate professional organizations, examine and redefine a core curriculum leading to certification in Leadership. Specific preparation should be given all prospective principals in the areas of education and law, school management, curriculum development, evaluating instruction, evaluating personnel, and community educational leadership. Further, the Commission recommends that prospective principals utilize coursework from other disciplines such as business administration, management, economics, and public administration to meet the core objectives.

• The Professional Standards Commission recommends that the Georgia Board of Education, in conjunction with representatives of appropriate professional organizations, revise the requirements for Leadership certificates to reflect the changing role of the principal and the essential skills all principals should possess to be an instructional leader, school manager, and community educational leader. Further, awarding of certificates for leadership personnel should be performance-based.

• The Professional Standards Commission recommends that the Georgia Board of Education require for Leadership program approval evidence of the following conditions:

(a) core courses include specific learning activities centered around identified competencies;

(b) professors of school administration receive ongoing professional development regarding the changing role and responsibilities of the school principal;

(c) exemplary school administrators are encouraged to be a part of the instructional team in the preparation of principals;

(d) all credential candidates have opportunities to complete field experiences, under the direction of exemplary principals, which are designed to allow the candidate to acquire identified competencies; and

(e) credential candidates have mastered identified competencies in the field before they are recommended for certification.

• The Professional Standards Commission recommends that the Georgia Board of Education request adequate funds to develop a quality leadership academy in Georgia to assist principals in becoming more effective instructional leaders, school managers, and community educational leaders. The academy should have a specific instructional concentration focused on the role of the principal in Georgia. Faculty should be tapped from all areas including business and industry. The inservice program should be of such quality that inservice coursework could be required.

• The Professional Standards Commission recommends that the Georgia Board of Education revise the current standard for evaluation of administrators to include as a minimum an annual written evaluation of all administrators and evidence that the evaluation was shared with the administrator. Further, the Commission recommends that the evaluation of principals be based on the role and responsibilities of the Georgia principal. The primary purpose of the evaluation is to increase the effectiveness of the principal and hence improve the instructional program.

The Professional Standards Commission has identified several additional areas that need attention in the State of Georgia. Specific issues such as underrepresentation of minorities and women in the Georgia principalship should be addressed. Selection of the principal is of paramount importance in improving Georgia schools. The Commission encourages the Board to assume leadership in these areas.

1983-84 Recommendations

The Professional Standards Commission's recommendations address school leadership and focus on four areas. These areas include preparation, recruitment and selection, continuing professional growth, and evaluation. The Commission submits the following recommendations.

Preparation

Rationale: The leadership needs of schools are everchanging. As our society develops, the role of the school changes to reflect current social, economic, and political needs of our nation. In today's society the effective leadership and efficient management of schools require a unique blend of skills, academic background, and experience. The examination of preparatory programs for school principals and superintendents seems especially appropriate in the wake of vigorous activity and public attention directed toward identifying and encouraging educational reforms in our nation's schools. An accumulating body of research on leadership in general and school administration in particular indicates "good principals make good schools." According to Commission data, 54% of the responding principals perceived their most important role as instructional leader; 64% of the responding superintendents perceived the principal's most important role as instructional leader.
Recommendation: Therefore, the Professional Standards Commission recommends that the Georgia Board of Education, in conjunction with representatives from higher education and representatives of appropriate professional organizations, reexamine, revise, and modify the criteria for the approval of educational administration programs in Georgia. This recommendation is to ensure that each program leading to Leadership certification contains a core curriculum of courses and experiences which provide all prospective principals with opportunities to gain expertise in the areas of education and the law, school management, curriculum development, evaluating instruction, evaluating personnel, and community educational leadership.

Rationale: Nationally, practical internships and a variety of field-based experiences are currently being examined and included as requirements in educational administration preparation programs. According to Commission data, field-based experiences and internships are also of interest in Georgia. The data indicate a discrepancy exists (geographically) concerning the perceived need for additional and relevant field-based experiences and internships for principals. Questions arise concerning the quality of these experiences, the degree of structure and expert supervision they entail, the extent to which students are exposed to new and varied settings through these field experiences, and the cost of providing quality experiences.
Recommendation: Therefore, the Commission encourages the Georgia Board of Education to assume leadership in reviewing these components of educational administration programs.

Recruitment/Selection

Rationale: The Commission research found no evidence of any consistency in the published guidelines and policies related to the recruitment and selection of principals. The selection of personnel is particularly acute at the elementary level where the data indicate only 20% of the elementary principals received a Bachelor's degree in elementary education. (PSC, September 1983) Therefore, approximately 80% of the reporting elementary principals, while probably qualified in management, have little training and experience at the elementary level in the instructional strategies, evaluation, pupil motivation, and curriculum necessary to achieve increased pupil achievement.
Recommendation: Therefore, the Professional Standards Commission recommends that the Georgia Board of Education review the certification criteria for elementary level principals, giving special attention to the experience and training necessary to be successful in carrying out the instructional mission at the elementary level. The Commission further recommends that the Georgia Board reexamine the inservice needs of those elementary principals who are currently leading Georgia's elementary schools.

Rationale: When Georgia superintendents were asked whether they have published policies/guidelines for the recruitment and selection of principals, 90% (157) reported they did not have published policies and guidelines for the recruitment or selection of principals.
Recommendation: Therefore, the Professional Standards Commission recommends that the Georgia Board of Education encourage local school systems to establish and publish well-defined written policies and procedures for the recruitment and selection of principals which reflect school and community needs and which provide for a thorough, open, and systematic search.

Rationale: The best talent available must be encouraged to prepare for and assume the principalship. The continued identification, recruitment, and selection of individuals who exemplify leadership qualities present a major task for the State.
Recommendation: Therefore, the Professional Standards Commission also recommends that the Georgia Board of Education, in conjunction with local school systems, universities, and colleges, develop a model/pilot to assist school systems in the early identification, in the active recruitment, and in the careful selection of principals.

Professional Growth

Rationale: Research indicates that at schools where student achievement is higher than might be expected, given socioeconomic conditions, principals provide strong leadership and active support. Studies also show that the principal can be the most effective agent in bringing about educational improvement. However, effective leadership may be an impossible attainment for many leadership personnel without the additional support and assistance of chief school administrators and State policymakers. The Professional Standards Commission data indicate that a number of superintendents and principals have not had the opportunity to explore the many excellent educational programs found within our State. Many current administrators have expressed a need to

broaden their experiences in order to become more effective in instructional leadership and management.

Recommendation: Therefore, the Professional Standards Commission recommends that the Georgia Board of Education, in conjunction with universities, colleges, school systems, Cooperative Educational Service Agencies, professional associations, and businesses, develop and implement a long range plan to contribute to the continuing professional growth and enrichment of Georgia principals and superintendents whereby principals and superintendents may have the opportunity to broaden their experiences and enhance their leadership skills. This plan should (1) identify outstanding programs in the State, (2) facilitate the sharing of ideas and resources, and (3) involve principals and superintendents in decisions that affect their ability to lead and manage schools. This plan should also include professional experiences that would provide orientation for all new leadership personnel and would provide the opportunity for visitation and exchange programs for leadership personnel.

Recommendation: The Professional Standards Commission recommends that the Georgia Board of Education reinstate and redesign the Leadership Academy with a concentration on the instructional role of the principal in Georgia.

Recommendation: The Professional Standards Commission recommends that the Georgia Board of Education encourage all school principals and superintendents to participate in an ongoing individualized professional development program consistent with system objectives, school improvement goals, and the needs of the pupils they serve. These professional experiences should be readily available, timely, and of such quality that certificate renewal requirements could be met. The Commission also encourages the Georgia Board to request additional funds for the continued professional development of all school leadership personnel and to consider the reorganization of the delivery system for staff development.

Evaluation

Rationale: The primary purpose of evaluation is to increase the effectiveness of the principal and hence to improve the instructional program and student achievement. The Commission's most recent study, The Principalship in Georgia: Superintendents' Perceptions, points out the tremendous discrepancy between the superintendents' perception of how principals are evaluated and the principals' perception of how they are evaluated. This area must be addressed if the State of Georgia is to ensure educational excellence by enhancing the effectiveness of its educational leaders.

Recommendation: Therefore, the Professional Standards Commission recommends again that the Georgia Board of Education reexamine the current standard for evaluation of administrators to include as a minimum an annual written evaluation of all administrators and evidence that the evaluation was shared with the administrator. Further, the Commission recommends that the evaluation of principals be based on the role and responsibilities of the Georgia principal.

APPENDIX B

BACHELOR'S DEGREES CONFERRED IN THE FIELD OF EDUCATION
University System of Georgia
1980-1985

	1980-81			1981-82			1982-83			1983-84			1984-85		
	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL	M	F	TOTAL
Non-Resident Alien	2	9	11	4	6	10	3	7	10	1	6	7	1	5	6
Black Non-Hispanic	56	168	224	43	180	223	38	144	182	36	136	172	38	133	171
American Indian or Alaskan Native	1	1	2	0	2	2	2	2	4	0	2	2	0	1	1
Asian or Pacific Islander	0	1	1	0	3	3	2	3	5	1	2	3	2	5	7
Hispanic	1	1	2	2	0	2	1	9	10	0	0	0	2	3	5
White Non-Hispanic	243	1072	1315	254	1161	1415	257	1240	1497	267	1188	1455	286	1194	1480
TOTAL	303	1252	1555	303	1352	1655	303	1405	1708	305	1334	1639	329	1341	1670

APPENDIX C

MASTER'S AND SPECIALIST'S DEGREES CONFERRED IN THE FIELD OF EDUCATIONAL ADMINISTRATION/SUPERVISION
University System of Georgia
1979-1985

	1978-79		1979-80		1980-81		1981-82		1982-83		1983-84		1984-85	
	M	S	M	S	M	S	M	S	M	S	M	S	M	S
Albany State College[1]							0	NA	0	NA	0	NA	3	NA
Augusta College	0	0	0	0	0	0	0	4	6	7	4	6	4	5
Columbus College[2]									0	NA	0	NA	0	NA
Georgia College[3]							0	NA	0	NA	2	NA	0	NA
Georgia Southern College	16	13	15	19	13	20	11	22	7	17	6	12	10	27
Georgia State University	51	37	43	31	29	20	33	18	25	19	20	40	29	31
University of Georgia	13	28	18	39	14	39	6	24	11	31	13	47	12	56
Valdosta State College	33	17	29	7	20	12	26	44	22	26	13	40	9	25
West Georgia College	30	10	16	16	12	20	14	12	9	18	6	19	8	25
Total by Degree	143	105	121	112	88	111	90	124	80	118	64	164	75	169
TOTALS	248		233		199		214		198		228		244	

[1]Program Approval: May 1981; Effective Date: Fall 1981. [2]Program Approval: May 1983; Effective Date: Summer 1983. [3]Program Approval: April 1982; Effective Date: Summer 1982.

NA=Degree Program Not Available

About the Commission

The Professional Standards Commission was created by the General Assembly in March, 1976, to make recommendations to the State Board of Education regarding standards for "the preparation, certification, and professional growth of those persons who teach or perform educational duties in the school systems or schools" of Georgia.

The Professional Standards Commission may recommend to the State Board of Education standards for:

- Certification of educational personnel to practice in the public schools of Georgia;
- Preservice preparation of personnel;
- Accreditation of teacher education programs;
- Certification through inservice training (Staff Development);
- Objective measurement and evaluation of teaching competencies as a basis of teacher certification;
- Examination on subject matter for certifying educational personnel; and
- Committees in teacher education institutions to screen teacher candidates on the basis of academic, personal, and emotional fitness for the profession.

The Commission operates under a mandate from the Georgia Legislature in accordance with the "Georgia Professional Standards Act," approved March 25, 1976, as amended by an Act approved March 24, 1977, as amended by an Act approved April 16, 1979, as amended by an Act approved April 13, 1982.

The Commission is composed of carefully screened professionals representing all levels of instruction from kindergarten through college, including teachers and administrators. It also includes representatives from the State Department of Education and from local school boards. The Governor appoints Georgia residents from nominees submitted by professional educator organizations. The State Superintendent of Schools appoints the representative from the Georgia Department of Education.

Service on the Commission is voluntary. Commission members are personally disinterested but professionally concerned. They serve without compensation. Reimbursement is made for travel, lodging, and meals directly related to Commission business. Teachers are provided release time for Commission business.

The Professional Standards Commission serves a unique function for education in Georgia as it provides a continuing research-based examination of the quality of educational personnel at both the preparatory and performance level, including not only beginning teachers but also experienced teachers, supervisors, and administrators. This role is essential to the continuous updating of professional qualifications and hence improvement of leadership and classroom instruction at all levels in Georgia schools.

Copies of this publication are available from the Commission. When ordering, please specify the name of the publication and send a check in the amount of $6.00 for printing and postage expenses. Please make the check payable to the Professional Standards Commission and forward to the address below.

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